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THE PUBLIC UTILITIES CO-ORDINATING COMMITTEE  
OF METROPOLITAN TORONTO

by

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Municipality of Metropolitan Toronto.  
February 24, 1956.



The Municipality of Metropolitan Toronto Act, 1953, provided for the federation of the Municipalities in the Toronto Metropolitan Area for certain financial and other purposes. By this Act the inhabitants of the following Municipalities were constituted a body corporate on April 15, 1953, under the name of "The Municipality of Metropolitan Toronto":-

City of Toronto

Township of East York	Town of New Toronto
Township of Etobicoke	Township of North York
Village of Forest Hill	Township of Scarborough
Town of Leaside	Village of Swansea
Village of Long Branch	Town of Weston
Town of Mimico	Township of York

The new Metropolitan Area embraces approximately 153,000 acres and has a population of more than 1,250,000\*. Before outlining the procedure adopted for co-ordinating the installation of public utilities within the Metropolitan Municipality, I should like to dwell for a moment on the manner in which public utility work in the City of Toronto proper, with its 22,000 acres, was carried out during the past quarter century.

By the early 1930's, the problems presented by the underground services installed beneath the streets of the City had attained such dimensions that serious thought had to be given to the subject by municipal and utility officers. There was a time when the only service lines beneath the streets were gas mains, water mains and sewers, and, in the early days, these did not present any great complication. The first light and power, telegraph and telephone lines were carried above ground on poles but, as the City developed, demands for service increased, with the result that the multiple lines required could no longer be accommodated on overhead structures. The alternative, of course, was to go underground, along with several other public utilities.

\* 1,430,000 (1958)



Up to 1932, individual records of the public utilities and the Department of Works of the City of Toronto were kept on file in the offices of each utility concerned. The Department of Works recorded its own construction and also received applications for approval of installations of underground work by the utilities. These applications were approved or alternative suggestions offered until a line satisfactory to all parties was determined. Upon approval, the utility company was duly notified and the work undertaken. Necessary records were maintained and plans filed. This system, while complete as to records of individual installations, did not contribute to a composite picture of the complex conditions which were building up under the City streets.

Having regard for the problem being confronted, and the economic waste involved by haphazard methods and planning practised, officials of the Department of Works of the City of Toronto and officers of the local public utility bodies formed a Public Utilities Co-ordinating Committee in 1932 to plan and adopt standard methods of practice and design.

It is interesting to note that, at about the same time, the American Society of Civil Engineers appointed a "Committee on the Location of Underground Utilities". This Committee included City Engineers, City Planning Engineers, Engineers with light and power experience and Consulting Engineers who specialized in municipal work. After five years spent in the collection and consideration of a vast amount of data, an exhaustive report on this subject was presented, dealing extensively with the various phases of the problem and offering very carefully considered recommendations for the guidance of municipalities and utility companies. Many of the recommendations were similar in scope to the terms of reference adopted for the City of Toronto Public Utilities Co-ordinating Committee.

In its first year of operation, the new P.U.C.C. decided to meet at least once a month and scheduled special meetings to be called by the Chairman to deal with any emergency which might arise. The Committee consisted of representatives of the City and the three large utility companies, viz., Consumers' Gas Company, the Bell Telephone Company, and the Toronto Hydro-Electric System. (The Toronto Transportation Commission later became a member.)

Actually, the Committee had no legal status, and any joint action could not in any way jeopardize charter rights or disturb legislative procedure.

Terms of reference for the Committee were quite comprehensive in nature, and the following were included in the scope of the work:-



. . . Establishment of Ideal Locations for New Work

Had the early officials of Toronto or any other city been able to pierce the veil of the future and see the complexities that would develop beneath the streets, they probably would have taken steps at the outset to design and plan them carefully with respect to location and depth; in other words, an ideal plan would have been established.

Realizing the utility structures installed prior to its inception could not be adjusted or revised in accordance with an ideal plan, the new Committee immediately ensured that all future work would be carried out on a planned basis. An ideal plan was adopted indicating specific space and depth for each utility company related to the street lines, and this plan was used for all future work except in the case where a previously existing utility conflicted. In this case, the Committee met to determine an alternative location, and the problem was resolved in an amicable manner.

. . . Consideration and Approval of New Projects

The practice was introduced and followed of discussing in Committee the engineering details for all projects of major importance, so that agreement might be reached with regard to the relation of each utility to the proposal. In cases, such as the construction of the Rapid Transit System in the City, which entailed alterations and re-location of numerous utility structures, the Committee saved much valuable time in the co-ordination of the work and considerable expense in regard to the re-location work. Other projects for which the Committee proved a valuable asset were construction of the natural gas main from the United States through the City, the burying of all telephone and Hydro lines on main streets in the central portion of the City, and many others.

. . . Investigation and Adjustment Differences

In any city the size of Toronto, where so many varied interests are closely associated, situations naturally arise which require considerable negotiation and compromise. The Committee has always served as a co-ordinating body for such matters, and in its twenty-two years of operation there have been no difficulties which have not been eventually settled in a satisfactory manner.

. . . Co-operation

Co-operation between parties is one of the intangible factors which produce practical results and permit successful completion of work. Since inception of the Committee a spirit of co-operation between the members has always existed.



. . . Composite Plan

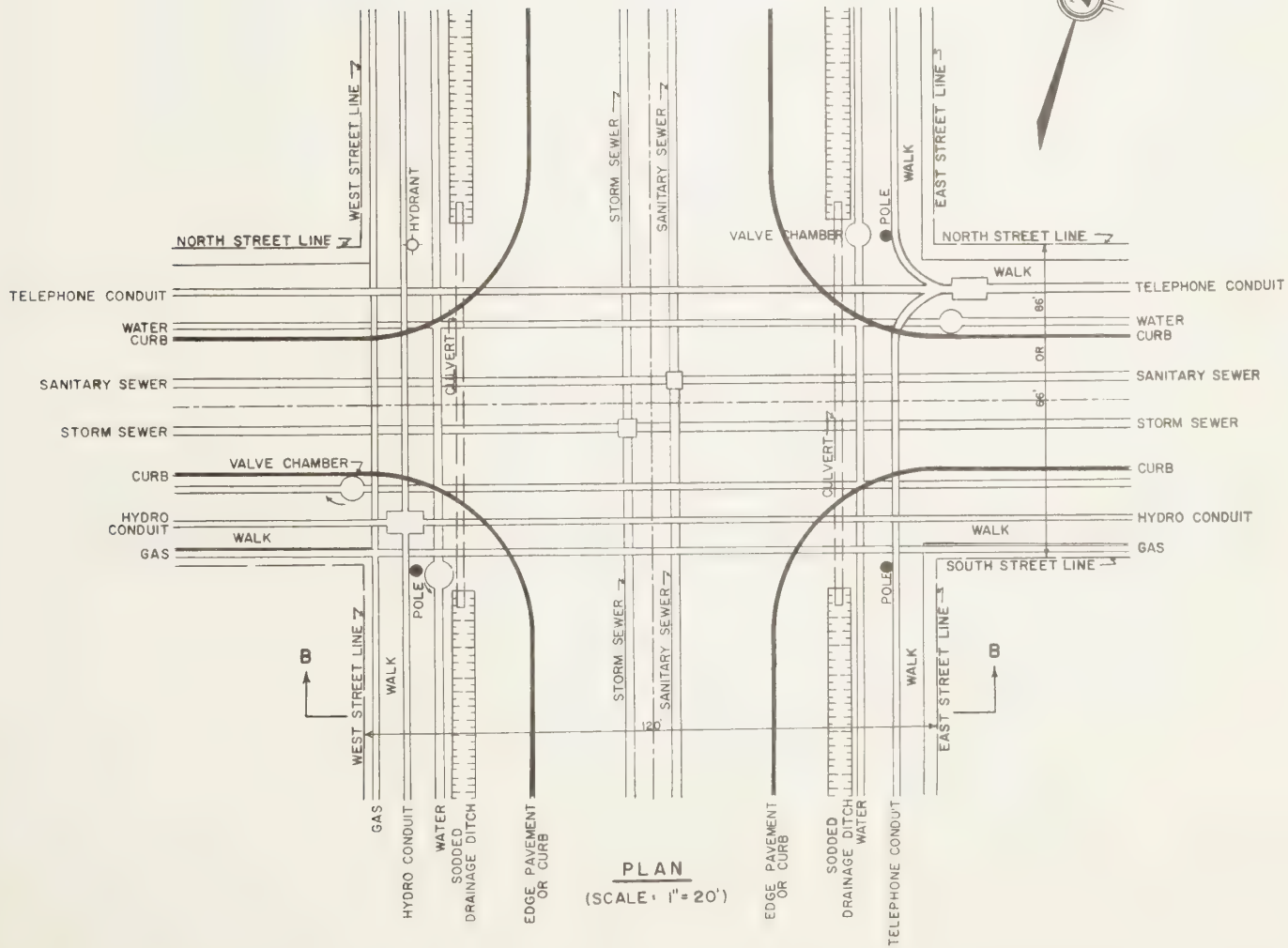
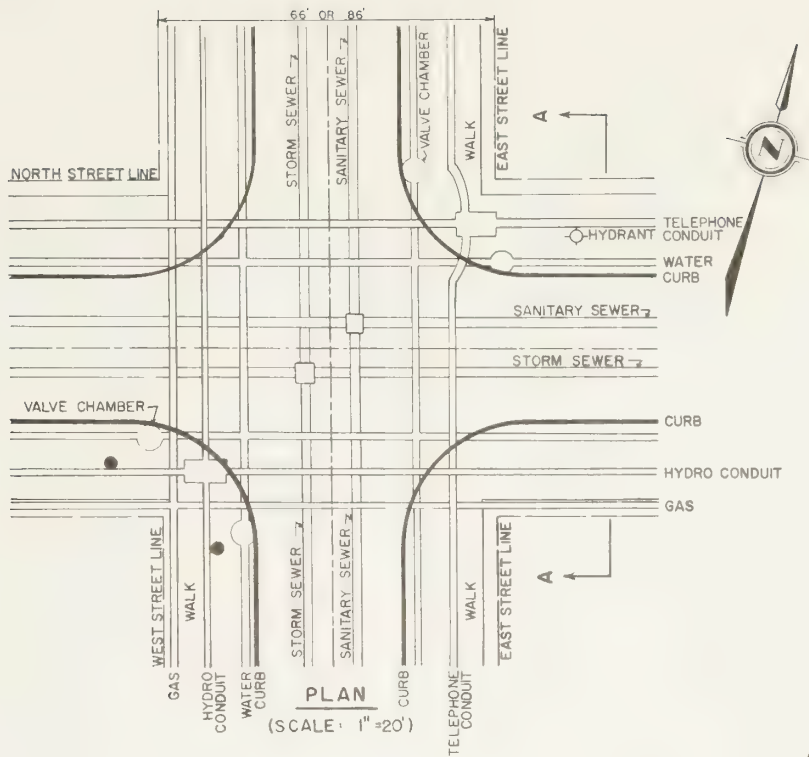
The Committee maintains public utility plans of existing structures on all streets within the City. These plans are prepared on linen, using a scale of twenty feet to the inch, and, on completion of the linen, white prints are forwarded to each utility company or member involved, for their files. Revisions to underground structures, if made, are recorded immediately thereafter on these plans. Four thousand of these utility plans will be required to cover all the streets in the city of Toronto and, while these plans do not exist for every street in the city at the present time, a comprehensive programme of plan preparation has been maintained for the past twenty-two years. If a street is scheduled for widening, transit construction or other work, then the public utility plan preparation for that street is given priority.

It may be of interest to note that survey work for utility plans is carried out by an independent crew, which records all existing manholes and structures evident on the surface of the street. These surveys are referred to a base line grid which has been established for the entire city.

In the foregoing, I have briefly outlined the functions of the Public Utilities Co-ordinating Committee, which was in existence in the City of Toronto at the time the Municipality of Metropolitan Toronto was formed. Having regard for the accomplishments achieved by the Utilities Committee in the City of Toronto since its inception, it was decided that a Co-ordinating Committee should be immediately established for the new Metropolitan area. This Committee - the Public Utilities Co-ordinating Committee of Metropolitan Toronto - was organized on January 21, 1954, under the Chairmanship of Mr. L.B. Allan, Metropolitan Commissioner of Works, who had been Chairman of the Public Utilities Co-ordinating Committee of Toronto. Col. F.S. McPherson, Supervisor of Rights-of-way, The Bell Telephone Company of Canada, was appointed Secretary. This Committee is composed of the Chief Engineers of the thirteen Area Municipalities and their various Public Utilities Commissions, together with the Chief Engineers of The Bell Telephone Company, The Consumers' Gas Company, the Toronto Hydro-Electric System, The Toronto Transit Commission, and The Hydro-Electric Power Commission of Ontario.

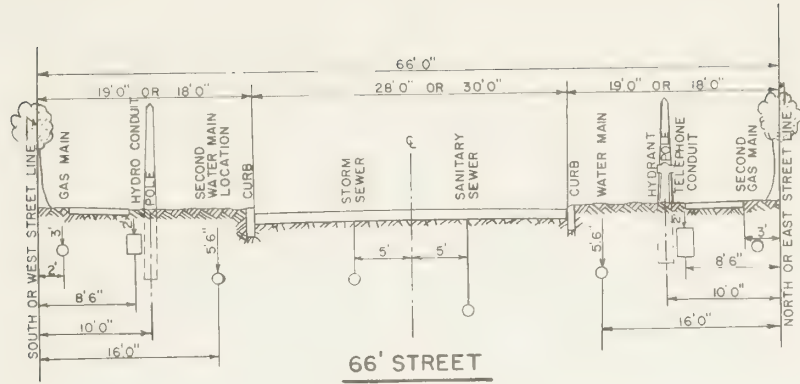
In the twelve months since its formation, the new Committee has adopted an ideal plan for utility work, which will be carried out in the coming years on many of the roads in the undeveloped portion of the Metropolitan area. A start has been made on the preparation of utility plans for the rapidly developing fringe area around the City of Toronto proper. In addition, numerous meetings have been held in connection with the many major projects which are being carried out throughout the Metropolitan area. In this connection,



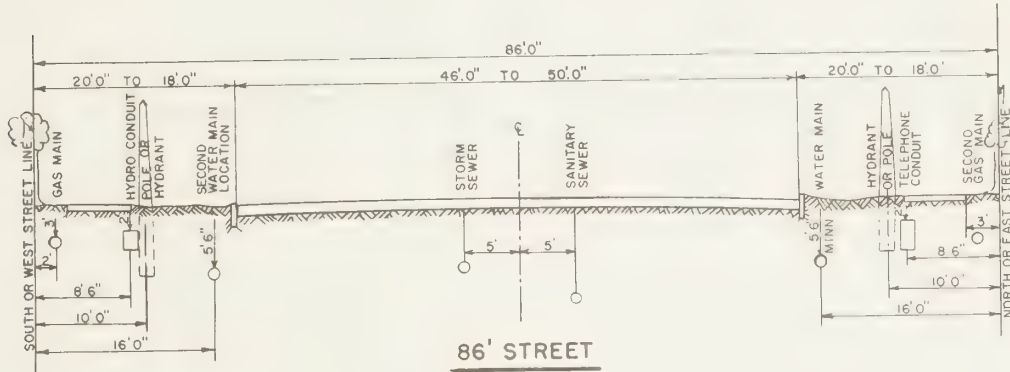




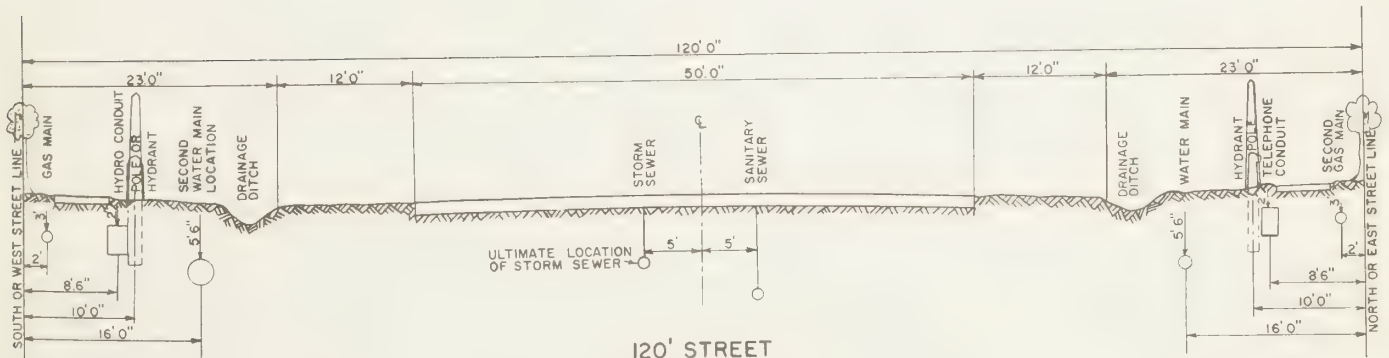




**66' STREET**  
SECTION A-A  
(SCALE: 1"=10')



**86' STREET**  
CROSS SECTION  
(SCALE: 1"=10')



**120' STREET**  
SECTION B-B  
(SCALE: 1"=10')





## LEGEND

SUGGESTED COLOURING

BLUE  
YELLOW  
BROWN  
GREEN  
DARK RED  
LIGHT RED  
ORANGE  
VIOLET

NOTES:

1. Telephone and Hydro Conduits shall cross under or above each other at intersecting points, depending upon the depth of existing conduit.
2. The distance from centre line of road or from street line shown for different services, shall be maintained for all road allowance widths, not shown on this plan.
3. Water and Gas Mains shall be located as follows (unless two Mains are required.)  
Water Mains: North and East sides of Street.  
Gas Mains: South and West sides of Street.  
If more than one main is required both sides of the street may be used as shown.
4. Layout of Sewers at intersections, will depend on design requirements.
5. Utilities crossing each other shall be separated with a minimum of six (6) inches of granular backfill.
6. Underground Lighting Conduits where necessary, shall be located approximately on pole lines.
7. Trunk facilities shall be located where possible as approved by P.U.C.C.
8. Depths of Cover, shown on this plan, shall be measured from final  $\text{℄}$  grade of road.
9. Shut-off valves for water service connections shall be located at street lines or 4' feet inside street lines depending on areas involved or design requirements.





I should like to say that Metropolitan Toronto, with its 153,000 acres, at present has a population of 1,250,000\*\* and a priority list for Capital Works to the extent of \$750,000,000\*\*\* has been established, with a great number of these projects already under way, including expressways, street widenings, large trunk sewers, sewage plants, water mains, water plants, and other related works.

In the Metropolitan area, with population increasing to the extent of 50,000 a year, and with the associated extension and enlargement of utility services into the rural sections, the utility services are being planned on a co-ordinated basis, and little difficulty is being experienced.

Before closing, it might be of interest to give some description of the public utility services in the Toronto Metropolitan area.

#### . . . Gas Mains

The Consumers' Gas Company of Toronto was incorporated on March 23, 1848. Since then, the demand for gas has grown progressively to the point that the Company has two thousand miles of mains and service pipes in the Toronto Metropolitan area. With the recent construction of a pipe line from the natural gas areas in the United States to the City, it is expected that demands for service will be intensified in the future.

#### . . . Water Mains

As the population of Toronto in 1842 approached 18,000, it became apparent that the transportation of water by pail, barrel and tank could not supply the demand; the first mains were then laid. From that humble beginning, the system has developed into an integrated network with hundreds of miles of water mains. In the next five years, extension of these mains to serve the Metropolitan Area will cost in the vicinity of \$40,000,000.

#### . . . Sewers

Hand in hand with the supply of water has marched the demand for sewers. Toronto's first sewers, probably wooden pipes, were installed before 1840. In general, means for the conveyance of sewage should be supplied along with or preceding the water mains. Storm sewers, some large conduits ten feet in diameter, must also be installed, and the sub-grade becomes increasingly crowded. At the time the Metropolitan Municipality was formed, there were approximately 900 miles of sewers in the City of Toronto, and extension of these facilities to serve the Metropolitan Area are presently under way, the estimated cost being \$40,000,000.

\*\* 1,430,000 (1958)

\*\*\* \$810,000,000 (1958)

. . . Telephone Service

The Bell Telephone Company of Canada began operation entirely on overhead wires. Its first underground lines were laid in Toronto, on Jarvis Street, in 1880. During the following years, many more lines were placed underground and the practice has continued in increasing degree up to the present time.

The magnitude of the plant installed in the Toronto Metropolitan area is illustrated by the following figures:-

Underground Plant in Metropolitan Toronto Area

Number of miles of underground conduit.....	2,229
Number of miles of underground wire.....	1,904,000
Number of manholes.....	3,500

It would be impractical, as well as unsightly, to carry on overhead structures the nearly two million miles of wires now required to serve Metropolitan Toronto. Underground lines are much more compact, efficient and weatherproof.

. . . Hydro-Electric Services

The first sub-surface lines of the Toronto Hydro-Electric System were laid in 1909. Many of its lines are still carried on poles, but those on heavily travelled arteries and business sections are being replaced by underground installations.

. . . Rapid Transit

One of the most recent demands for a place beneath Toronto's streets was made by the Toronto Transit Commission, for the Yonge Street Subway, which may be only the first section of a complete underground transit system. The existence of public utility plans covering the thoroughfares on which the subway was to be constructed materially reduced the cost of handling the re-location of such utilities. A considerable portion of this subway was constructed by the open-cut method, which entailed the exposing of all utilities and the temporary supporting of them while the subway was constructed underneath, and appreciation of the existing sub-surface utilities on Yonge Street at the time the subway was under construction may be gained by inspection of the pictures appended to this report.

. . . Recapitulation and Comparison

We must add to these underground utilities the many miles of private drains, water, gas and other service lines; over one hundred thousand manholes, valve chambers, service boxes, transformer pits, etc., certain lengths of pneumatic tubes, steam and oil lines. In 1937, the sub-surface services averaged 6.2 miles for each mile of street and lane in the City of Toronto and, certainly, this figure has risen sharply since that time.



As the Metropolitan Municipality grows larger, more services having greater dimensions will be constructed underground, and we can be sure that these services will be constructed on a planned and orderly basis with the new Public Utilities Co-ordinating Committee.

. . . Progress since 1956

On the retirement of Mr. Allan as Commissioner of Roads, on December 31, 1956, the Chairmanship of the Public Utilities Co-ordinating Committee was assumed by the present Commissioner of Roads, Mr. George O. Grant.

An organization similar to that of the City has been established for the production and recording of utility plans. The Metropolitan Department of Roads is responsible for the execution of the work.

It was decided to let the major portion of preparing plans to a firm of Consultants and a Department of Roads engineer co-ordinates the work of the Consultants, transmitting the Committee's proposals to the Consultants, and maintaining a record of all plans. This engineer checks the work of the Consultants and dispatches finished plans to the utilities and municipalities concerned.

A system of filing and indexing for easy reference to plans has been set up and is very satisfactory.

The field survey work carried out by the consultants is of technical interest. It has been found that the most efficient method of going about the work is to use stadia methods throughout, which eliminates the hazard and inconvenience of chaining across roads in heavy traffic. The magnitude of this surface work is realized when we consider that the surveyor is given no information other than the name and direction of the roads as indicated on the land assessment sheets, and he then has to survey and record everything existing between the street lines.

For the Metropolitan area, some 26,000 plans will eventually have to be prepared. The City area contains about 4,000 plans, of which 1,750 have been prepared. In 1958, 200 plans for the Metropolitan area outside the City of Toronto were prepared, and it is hoped that production can be increased until about 700 plans can be prepared each year.



REVIEW OF COMMUNITY PLANNING BRANCH ACTIVITIES - 1958

During 1958, the Community Planning Branch of the Department of Planning and Development continued its programme of administering The Planning Act, 1955, and of promoting community planning throughout the Province.

. . . Legislation

The year 1958 was the second year since The Planning Act was passed in 1946 that there were no amendments to the Act. However, during the 1958 Session of the Legislature, a number of other statutory changes were made affecting planning. These were outlined in the "Summary of Legislation Affecting Planning, 1958" issued by the Community Planning Branch in May.

. . . Planning Areas

During 1958, 19 new planning areas were defined in the Province. Ten of these were single independent, two were subsidiary, and seven were joint planning areas. The names of these new planning areas and the territory that each of them embraces, are as follows:

(a) Single Independent Planning Areas:

<u>Date Defined</u>	<u>Name of Planning Area</u>	<u>Municipalities Included</u>
September 29	Chapleau Planning Area	Twp. of Chapleau
September 30	Essa Planning Area	Twp. of Essa (part)
May 27	Georgina Planning Area	Twp. of Georgina
April 30	Twp. of Hope Planning Area	Twp. of Hope
October 2	Melancthon Planning Area	Twp. of Melancthon
February 12	Midland Planning Area	Town of Midland
April 10	Petawawa Planning Area	Twp. of Petawawa
April 18	Port Carling Planning Area	Village of Port Carling
May 26	St. Marys Planning Area	Town of St. Marys
November 4	Vespra Planning Area	Twp. of Vespra

(b) Subsidiary Planning Areas:

<u>Date Defined</u>	<u>Name of Planning Area</u>	<u>Municipalities Included</u>
December 3	Adjala Planning Area	Twp. of Adjala
November 27	Blandford Planning Area	Twp. of Blandford

(c) Joint Planning Areas:

<u>Date Defined</u>	<u>Name of Planning Area</u>	<u>Municipalities Included</u>
April 11	Alliston and Suburban Planning Area	Town of Alliston Twps. of Tecumseth (part) Adjala (part) Tossorontio (part) Essa (part)



(c) Joint Planning Areas (Cont.)

<u>Date Defined</u>	<u>Name of Planning Area</u>	<u>Municipalities Included</u>
December 18	Clarke-Newcastle Planning Area	Twps. of Clarke Village of Newcastle
November 3	Delhi and Suburban Planning Area	Town of Delhi Twps. of Middleton (part) Windham (part)
May 1	Dunnville and District Planning Area	Town of Dunnville Twps. of Dunn, Moulton, Sherbrooke
June 11	Elmvale-Flos Planning Area	Twps. of Flos Village of Elmvale
January 15	Port Stanley and Suburban Planning Area	Village of Port Stanley Twps. of Yarmouth (part) Southwold (part)
September 10	Woodstock and Suburban Planning Area	City of Woodstock Twps. of Blandford, East Oxford, East Zorra (part) West Oxford (part), North Oxford (part)

In addition to the 19 new planning areas defined, two planning areas were enlarged during the year. One planning area - the Nelson Planning Area - was dissolved, as a consequence of the annexation of the Township of Nelson to the Town of Burlington.

The number of planning areas defined, altered, or dissolved during each of the years from 1946 to 1958, inclusive, is shown in the following table:

<u>Year</u>	<u>Planning Areas Defined</u>				<u>Planning Areas Altered</u>	<u>Planning Areas Dissolved</u>
	<u>Single Independent</u>	<u>Joint</u>	<u>Subsidiary</u>	<u>Total</u>		
1946	11	8	4	23	-	-
1947	18	12	7	37	-	-
1948	7	5	4	16	1	1
1949	8	4	2	14	-	1
1950	12	4	3	19	4	-
1951	9	2	4	15	4	-
1952	4	2	3	9	3	1
1953	18	6	6	30	3	1
1954	11	2	8	21	3	1
1955	26	-	10	36	1	2
1956	34	1	2	37	6	1
1957	17	9	4	30	3	1
1958	10	7	2	19	2	1
Totals	185	62	59	306	30	10

At the end of 1958, there were 296 planning areas in existence in the Province, 155 of these being single independent planning areas, 82 being subsidiary planning areas, and 59 being joint planning areas. Also at the end of the year, there were 395 municipalities wholly or partly within one or more planning areas, including 23 unorganised townships. This compares with 373 municipalities wholly or partly within planning areas at the end of 1957. Planning areas as defined at the end of 1958 are shown in the map accompanying this report.

### . . . Official Plans

There were ten new official plans approved by the Minister in 1958. The names of the planning areas for which these official plans were prepared and other information relating to the approval of official plans are given in the following five tables:

#### (a) Official Plans approved during 1958:

<u>Planning Area</u>	<u>Date of Approval</u>
Ernestown	12 May, 1958
Tottenham	15 May, 1958
Lindsay and Ops Twp.	22 May, 1958
Galt and Suburban	16 June, 1958
Twp. of London	29 July, 1958
Paipoonge	2 Sept., 1958
Town of Acton	2 Oct., 1958
Deep River	3 Nov., 1958
Scugog	22 Dec., 1958
Georgetown	29 Dec., 1958

#### (b) Number of Official Plans approved, by years, 1946-1958

<u>Year of Approval</u>	<u>Single Independent or Subsidiary Planning Areas</u>					<u>Joint Planning Areas</u>	<u>Total</u>
	<u>Cities</u>	<u>Towns</u>	<u>Townships</u>	<u>Villages</u>	<u>Imp. Dist.</u>		
1946	1	-	-	-	-	-	1
1947	-	-	-	-	-	-	-
1948	3	5	3	-	-	4	15
1949	1	1	1	-	-	1	4
1950	3	3	1	-	-	1	8
1951	2	2	3	-	-	1	8
1952	1	2	-	-	-	-	3
1953	4	1	1	1	-	2	9
1954	1	1	-	1	-	1	4
1955	-	2	2	2	-	-	6
1956	-	3	3	1	-	4	11
1957	-	1	2	-	-	2	5
1958	-	2	4	1	1	2	10
Totals	16	23	20	6	1	18	84

(c) Number of applications for approval of Official Plans and Amendments thereto finally dealt with, 1956-1958

	<u>1956</u>	<u>1957</u>	<u>1958</u>
(a) Official Plans approved	11	5	10
(b) Amendments approved	119	113	119
(c) Applications refused or not recommended	10	2	1
(d) Applications withdrawn or abandoned	8	8	4
	<hr/>	<hr/>	<hr/>
Totals	148	128	134

(d) Applications for approval or for reference to The Municipal Board of proposed Official Plans or Amendments to Official Plans received during 1956, 1957 and 1958.

	<u>1956</u>	<u>1957</u>	<u>1958</u>
(a) Proposed Official Plans under Section 12 of the Act	10	10	8
(b) Proposed amendments under Section 14(1) of the Act	135	111	137
(c) Proposed amendments under Section 14(3) of the Act	7	13	11
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Totals	152	134	156

(e) Applications referred to The Municipal Board

	<u>1956</u>	<u>1957</u>	<u>1958</u>
(a) Pursuant to Section 14(4) of the Act	4	7	8
(b) Pursuant to Section 29 of the Act	10	8	15



. . . Zoning By-laws

The Community Planning Branch reviewed a larger number of zoning by-laws in 1958 than it did in any previous year. The number of by-laws reviewed in each of the years from 1950 to 1958, inclusive, is set out in the following table:

<u>Years</u>	<u>Comments to O.M.B.</u>	<u>Comments to Planning Boards or Councils</u>
1950	192	*
1951	452	*
1952	397	*
1953	467	*
1954	661	*
1955	624	*
1956	759	51
1957	626	53
1958	824	34

\* These figures not available.

. . . Committees of Adjustment

New Committees of Adjustment were formed in the following 12 municipalities in 1958. It was noted that eight of them were constituted by municipal councils and four by planning boards.

<u>Municipality</u>	<u>Constituting Agency</u>
Acton (Town)	Town Council
Aurora (Town)	Town Council
Bronte (Village)	Village Council
Cochrane (Town)	Town Planning Board
London (Township)	Township Council
Milton (Town)	Town Planning Board
North Bay (City)	City Council
Oakville (Town)	Town Council
Orillia (Town)	Town Planning Board
Oshawa (City)	City Council
Scarborough (Township)	Township Planning Board
Stamford (Township)	Township Council

The following table indicates the acceptance of Committees of Adjustment in Ontario communities as a means of introducing a reasonable flexibility in the application of zoning by-laws. At the end of 1958, 21 of the 29 cities in the Province had Committees of Adjustment.

<u>Type of Municipality</u>	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>
Cities	2	2	5	6	9	10	14	15	16	19	21
Towns		1	1	1	3	4	4	5	9	11	17
Villages							1	2	3	5	6
Townships				1	3	3	3	4	5	9	12
Totals	2	3	6	8	15	17	22	26	33	44	56

The number of decisions made by Committees of Adjustment in the Province continues to increase yearly. This trend is clearly indicated in the following table which sets out the number of decisions of Committees of Adjustment reviewed by the Community Planning Branch during each of the years since 1950.

<u>Year</u>	<u>No. of Decisions Reviewed</u>
1950	137
1951	240
1952	320
1953	452
1954	842
1955	1242
1956	1381
1957	1461
1958	1780

The past three years have seen a decrease in the total number of decisions of Committees of Adjustment that have been appealed to the Ontario Municipal Board, as shown in the table that follows. Not only has the total number of appeals fallen over this period, but the steady increase in the number of total decisions by Committees of Adjustment means that the percentage of appeals to total decisions has fallen rapidly.

<u>Year</u>	<u>Appealed by Minister</u>	<u>Appealed by Applicants</u>	<u>Appealed by Others</u>	<u>Total</u>	<u>Percentage of Total Decisions</u>
1954	26	38	7	71	8.4
1955	35	43	14	92	7.4
1956	38	38	11	87	6.4
1957	35	19	25	79	5.4
1958	6	45	15	66	3.7

#### . . . Areas of Subdivision Control

During 1958, 41 new areas of subdivision control were designated in Ontario. In addition, 50 by-laws altering areas of subdivision control were received, bringing to 91 the total number of by-laws passed under section 24 of The Planning Act, 1955, that were lodged with the Community Planning Branch during the year. At the end of the year, areas of subdivision control had been established within 22 cities, 54 towns, 34 villages, 150 townships, and 6 improvement districts, for a total of 266 local municipalities.



The Community Planning Branch reviewed 136 applications for the Minister's consent for conveyances or agreements affecting land in areas of subdivision control during 1958.

. . . Plans of Subdivision

The following table contains information on the number of applications for approval of plans of subdivision, number of approvals, and similar matters covering the years 1945 to 1958, inclusive.

	<u>1945</u>	<u>1946</u>	<u>1947</u>	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>Total</u>
Application for approval of draft plans	100	660	618	713	865	957	863	888	1211	1209	1237	1168	1074	999	12,562
Revised draft plans received	*	*	*	*	*	*	*	*	290	299	427	221	200	199	1,636
Applications withdrawn	*	*	*	*	43	32	87	61	40	23	20	11	13	19	349
Draft plans approved	*	*	*	*	730	728	812	720	924	955	919	918	764	766	8,236
Approval of draft plans withdrawn	*	*	*	*	30	13	39	25	6	7	6	7	7	1	141
Draft plans not approved	*	*	*	*	23	40	56	83	70	80	40	148	49	51	640
Final plans approved	*	*	*	*	660	720	708	698	880	921	894	859	723	781	7,844
Approval of final plans withdrawn	*	*	*	*	*	*	*	4	1	2	1	4	5	10	27
Copies of registered plans received from Registry and Land Titles Offices	*	*	*	*	*	*	703	691	818	948	870	865	670	729	6,294

\* These figures not available

The January issue of ONTARIO PLANNING contained a brief article assessing subdivision activity during 1958. The following tables present detailed information on acreages and number of lots contained in plans approved from 1955 to 1958. The figures include St. Lawrence Seaway re-location plans approved during this period.

### Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc. are listed below:-

1. URBAN - Municipal water and sewer available

SUBURBAN - Municipal water only

RURAL - Neither municipal water nor sewers

RESORT - Resort

A few partially serviced plans are listed as half-plans in URBAN and SUBURBAN classifications. A few unserviced plans are listed as half-plans in RURAL and RESORT classifications.

2. "Total acreage" includes streets.

3. S.F. - Single Family Lot

T.F. - Two-Family Lot

M.F. - Multi-Family Lot.

4. "Acreage - other blocks" - comprises all lots and blocks not accounted for under "residential", "commercial" and "industrial" - does not include streets.

5. All areas given in acres.

### NOTES:

- (a) Availability of Services - based on information supplied by municipality concerning each application.
- (b) Proposed Land Use - based on information supplied by applicant as required by Section 26 of The Planning Act, 1955, and by municipality.



Year	No. of Plans	Total Acre- age	No. of Residential Lots			M.F. Acr.	Acreages		
			S.F.	T.F.	M.F.		Commer- cial	Indus- trial	Other Blocks
URBAN									
1955	382	7568	22149	909	149	100	204	834	1072
1956	407.5	10348	31439	945	255	207	277	359	1268
1957	307	5658	15505	188	47	68	237	710	980
1958	342	7873	21829	1134.5	430	361	332	776	1072
Total	1438.5	31447	90922	3176.5	881	736	1050	2679	4392
SUBURBAN									
1955	171	3004	8197	25	4	5	88	148	239
1956	158.5	2809	7291	-	3	12	25	207	252
1957	110	1486	3546	-	-	-	7	202	96
1958	106	1850	3993	26	2	3	16	408	153
Total	545.5	9149	23027	51	9	20	136	965	740
RURAL									
1955	188	3413	5194	-	1	1	65	3	200
1956	156.5	3249	5206	-	4	8	33	1	178
1957	150.5	4111	5138	3	1	1	77	-	936
1958	125.5	3803	3453	-	-	-	84	-	1521
Total	620.5	14576	18991	8	6	10	259	4	2835
RESORT									
1955	131	2658	2855	-	-	-	83	-	434
1956	112.5	2268	2819	-	-	-	21	-	320
1957	148.5	3773	3034	-	-	-	5	-	964
1958	190.5	5211	5033	-	2	7	17	-	1247
Total	582.5	13910	13741	-	2	7	126	-	2965

The following table indicates the number of approvals by the Minister under Section 26(6) of The Planning Act, 1955, of the payment of money in lieu of the conveyance of lands to municipalities for public purposes; number of approvals of sales of lands under section 26(7); and number of approvals of expenditures for the purchase of alternative lands under section 26(8).

Year	Money Payments in lieu		Sales		Purchases		Total	
	No. of Approv- als	Amounts	No. of Approv- als	Amounts	No. of Approv- als	Amounts	No. of Approv- als	Amounts
1952	-	-	4	\$1,765.00	1	-	5	\$1,765.00
1953	-	-	10	45,784.84	4	\$19,972.62	14	65,757.46
1954	-	-	31	177,647.50	7	12,950.00	38	190,597.50
1955	-	-	32	120,639.00	8	94,850.00	40	215,489.00
1956	-	-	41	259,462.43	17	176,821.21	58	436,283.64
1957	9	\$26,987.25	42	98,500.92	27	309,252.93	78	434,741.10
1958	7	13,047.10	62	343,240.33	30	360,893.90	99	717,181.33
Totals	16	\$40,034.35	222	\$1,047,040.02	94	\$974,740.66	332	\$2,061,815.03

NOTE: The amounts shown in these columns do not necessarily represent the total value of the properties involved, as in some cases lands are exchanged without any money changing hands.

### . . . Urban Renewal

There was a noticeable increase in activity in the field of urban renewal during 1958. The Province of Ontario approved arrangements between municipalities and Central Mortgage and Housing Corporation for the conducting of urban renewal studies in Kingston, London, Ottawa, and Windsor. Studies have now been completed in Hamilton and Windsor and are continuing in Kingston, London, Ottawa, and Sarnia. The designation of new redevelopment areas in Toronto and Windsor was approved during the year. During 1958, the Province of Ontario announced a contribution of 25% of the cost to the municipality of acquiring and clearing lands for approved redevelopment projects where the land is to be used for public housing. Municipalities can obtain from Central Mortgage and Housing Corporation up to 50% of the cost of acquisition and clearance of land for redevelopment purposes under certain circumstances. The additional assistance now available from the Province should prove an incentive to the urban communities in Ontario to undertake necessary redevelopment projects.

### . . . Visits to Municipalities

The Community Planning Branch continued its policy of visiting planning boards, municipal councils and various local officials to discuss various questions concerning the organization for planning, the conduct of a planning programme, and the solution of specific planning problems. During 1958, the Branch visited about 270 communities, making over 550 individual visits in the process.

### . . . Regional Studies

The regional studies programme was continued and expanded during 1958. Progress was made in the study of the St. Lawrence area. A report on the urban area of Cornwall has been produced and has received considerable publicity in the Cornwall district. Reports on a number of other urban communities are in preparation,

and reports on population, physical features, education, and transportation in the region are expected to be released shortly.

During the summer of 1958, the Branch commenced a regional study of the Niagara region. Additional summer staff was employed for the field work involved in this study. History of development, physical features, land use, population, agriculture, manufacturing and service industries, and similar subjects are being covered in this study. Maps of existing land use in each of the townships have been prepared, and copies have been sent to the municipalities concerned. The analysis of the information collected during the study is still under way. The Branch received full co-operation and much valuable assistance from planning boards, municipal councils and officials, the Niagara Development Association, and industrial and commercial firms and others in the Niagara region.

A brief study was made of the Sudbury and Blezard Valley area during 1958. This was prompted by difficulties that have arisen from the large volume of subdivision of land in this area and from the need to establish some suitable planning organization in the area.

The information collected by the Community Planning Branch in its regional studies is meant primarily for the benefit of the planning boards and municipalities in the regions studied. The Branch attempts to maintain close contact with planning and municipal agencies when making these studies, and has been able to assist in finding solutions to local planning problems on a number of occasions. The information collected in these regional studies is proving valuable in dealing with planning problems in the localities concerned. The results of the studies will be made accessible to planning boards and municipal officials through the various reports that will be issued. However, even while the reports are in preparation, the Branch will be pleased to furnish individual planning boards or municipal officials with information required in dealing with specific problems in their areas.

#### . . . Conferences and Planning Workshops

Five planning workshop conferences were conducted by the Community Planning Branch during 1958. These were held in Brantford, Kapuskasing, Orillia, Owen Sound, and St. Catharines. A total of 94 municipalities were represented at the five workshops, and over 350 people attended.

On December 4 and 5, 1958, the Branch conducted a conference in Toronto attended by the permanent, full-time planning staff of planning boards. About 50 officials of planning boards attended the conference, representing 28 planning boards - almost all of the planning boards in Ontario having full-time appointed staffs. The conference offered an opportunity for planners working at the local level to exchange views and ideas among themselves and with members of the staff of the Community Planning Branch. The reaction to this conference was very favourable, and it is expected that further conferences of this kind will be held in the future.



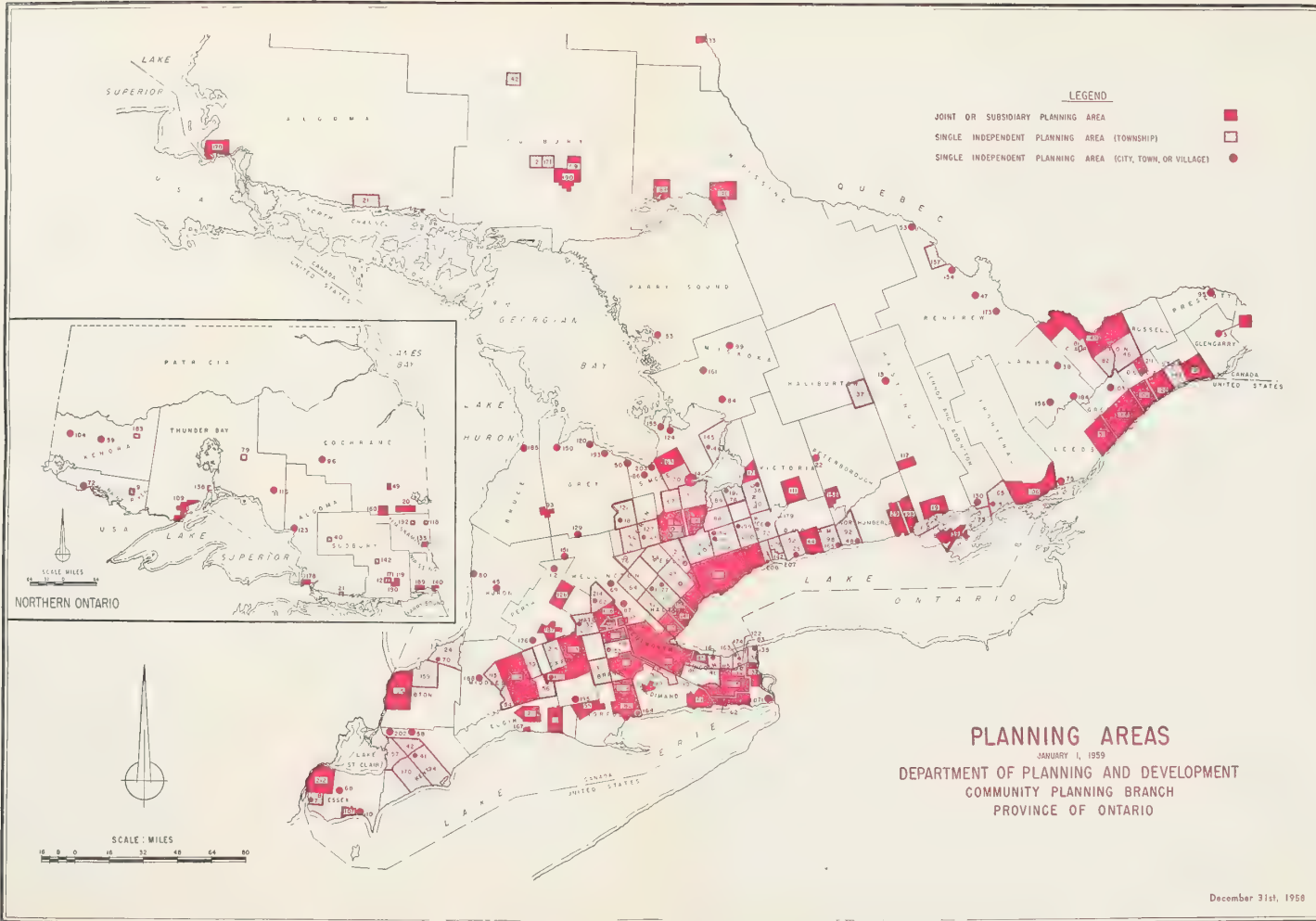
An interest in establishing planning organization at the county level continues in various parts of the Province, and 1958 saw a number of meetings in various counties at which the benefits to be derived from county planning organization, the means of establishing such organization, and the manner in which it might operate, were explored.

### . . . Publications

During 1958, the Community Planning Branch issued 25 publications, including re-issues of some publications that had appeared earlier. Perhaps the most significant publications to appear during 1958 were the "Subdivision Approval Manual" and "Urban Renewal Notes". As usual, a Summary of Legislation Affecting Planning enacted during the 1958 Session of the Legislature was prepared and given wide distribution. A new consolidation of Section 390 of The Municipal Act, the principal statutory provision by which Ontario municipalities can regulate the use of land and the erection and use of buildings, was prepared incorporating amendments made to the section in the 1958 Session of the Legislature. As there were no amendments to The Planning Act, 1955, no new consolidation was required, but the consolidation was reprinted during the year to meet the demand for copies received from planning boards and various other agencies.

A revision of the Directory of Planning Boards and Committees of Adjustment was prepared and issued during January, 1958, and a comparative analysis of subdivision design prepared in connection with display material developed within the Branch was distributed during the latter part of the year and was revised and incorporated in the October, 1958 issue of ONTARIO PLANNING.

Eight issues of ONTARIO PLANNING appeared during 1958, with a total number of 153 pages, including supplements. The circulation of each issue of ONTARIO PLANNING is now over 3,000 copies.







Name of Planning Area	Consists of:	Name of Planning Area	Consists of:
144. Town of Orillia Planning Area	Town of Orillia	187. Stratford and Suburban Planning Area	City of Stratford, part of the Townships of North and South Easthope
145. Township of Orillia Planning Area	Township of Orillia	188. Strathroy Planning Area	Town of Strathroy
146. Township of Osgoode Planning Area	Osgoode Township	189. Sturgeon Falls and Suburban Planning Area	Town of Sturgeon Falls, Cache Bay, Townships of Caldwell and Springer
147. Oshawa Planning Area	City of Oshawa	190. Sudbury and Suburban Planning Area	City of Sudbury*, Township of McKim*** and Townships of Neelon and Garson*
148. Osnabruck Planning Area	Township of Osnabruck	191. Sutton Planning Area	Village of Sutton
149. Ottawa Planning Area	City of Ottawa, Town of Eastview, Village of Rockcliffe Park, Townships of Fitzroy, Gloucester*, March, Nepean, Torbolton.	192. Township of Teck Planning Area	Township of Teck
150. City of Owen Sound Planning Area	City of Owen Sound	193. Thornbury Planning Area	Town of Thornbury
151. Town of Palmerston Planning Area	Town of Palmerston	194. Town of Thorold Planning Area	Town of Thorold
152. Paris Planning Area	Town of Paris	195. Tillsonburg Planning Area	Town of Tillsonburg
153. Parry Sound Planning Area	Town of Parry Sound	196. Metropolitan Toronto Planning Area	City of Toronto*, Towns of Leaside*, Mimico, New Toronto, Weston, Ajax*, Richmond Hill*, Villages of Forest Hill, Long Branch*, Swansea, Markham*, Pickering*, Port Credit, Stouffville*, Streetsville*, Woodbridge*, Townships of Etobicoke*, Scarborough*, York*, East York*, North York*, Markham*, Pickering*, Toronto*, Toronto Gore*, and Vaughan*
154. Town of Pembroke Planning Area	Town of Pembroke	197. Tottenham Planning Area	Village of Tottenham
155. Penetanguishene Planning Area	Town of Penetanguishene	198. Trenton and Suburban Planning Area	Town of Trenton, Township of Murray
156. Town of Perth Planning Area	Town of Perth	199. Town of Uxbridge Planning Area	Town of Uxbridge
157. Petawawa Planning Area	Township of Petawawa	200. Township of Uxbridge Planning Area	Township of Uxbridge
158. Peterborough and Suburban Planning Area	City of Peterborough, parts of Townships of Douro, North Monaghan, Otonabee and Smith Township of Plympton	201. Vespra Planning Area	Township of Vespra
159. Plympton Planning Area	Town of Timmins*, Townships of Mountjoy* and Tisdale and Whitney, unorg. Townships of Delore, Hoyle, Jessop, Murphy, Ogden and Shaw.	202. Wallaceburg Planning Area	Town of Wallaceburg
160. Porcupine Planning Area	Village of Port Carling	203. Wasaga Beach Planning Area	Village of Wasaga Beach
161. Port Carling Planning Area	Town of Port Colborne, part of the Township of Humberstone and Wainfleet	204. Waterford and Suburban Planning Area	Village of Waterford, part of Township of Townsend**
162. Port Colborne and Suburban Planning Area	Town of Port Dalhousie	205. Welland Planning Area	City of Welland, Townships of Crowland, Pelham, and Thorold, part of Townships of Humberstone and Wainfleet
163. Port Dalhousie Planning Area	Town of Port Dover	206. Town of Whitby Planning Area	Town of Whitby
164. Port Dover Planning Area	Town of Port Hope	207. Township of Whitby Planning Area	Township of Whitby
165. Town of Port Hope Planning Area	Village of Port Perry	208. East Whitby Planning Area	Township of East Whitby
166. Port Perry Planning Area	Village of Port Stanley, parts of Townships of Southwold and Yarmouth	209. Whitchurch Planning Area	Township of Whitchurch
167. Port Stanley and Suburban Planning Area	Town of Prescott, Townships of Augusta and Edwardsburg	210. Wilmot Planning Area	Township of Wilmot
168. Prescott and Suburban Planning Area	Town of Preston, part of the Township of Waterloo**	211. Winchester and Suburban Planning Area	Village of Winchester, part of Township of Winchester
169. Preston Planning Area	Township of Raleigh	212. Windsor and Suburban Planning Area	City of Windsor*, Towns of Riverside*, LaSalle*, Ojibway, Tecumseh*, Villages of St. Clair Beach*, part of Townships of Maidston, East Sandwich**, South Sandwich**, and West Sandwich**
170. Raleigh Planning Area	Township of Rayside	213. Woodstock and Suburban Planning Area	City of Woodstock*, Townships of Blanford*, East Oxford*, East Zorra*, and part of the Townships of North Oxford and West Oxford
171. Rayside Planning Area	Township of Reach	214. Woolwich Planning Board	Township of Woolwich
172. Reach Planning Area	Town of Renfrew	215. West Zorra Planning Area	Township of West Zorra
173. Town of Renfrew Planning Area	City of St. Catharines		
174. City of St. Catharines Planning Area	City of Sarnia*, Township of Sarnia*, Village of Courtwright and Point Edward, Township of Moore*		
175. St. Clair Planning Area	Town of St. Mary's		
176. St. Mary's Planning Area	City of St. Thomas, part of Townships of Southwold and Yarmouth		
177. St. Thomas and Suburban Planning Area	City of Sault Ste. Marie, Townships of Korah and Tarentorus.		
178. Sault Ste. Marie and Suburban Planning Area	Townships of Scugog excluding all Indian Reservations		
179. Scugog Planning Area	Township of Seneca		
180. Seneca Planning Area	Village of Shelburne		
181. Shelburne Planning Area	Town of Simcoe*, part of Townships of Charlotteville, Townsend**, Windham and Woodhouse**		
182. Simcoe and Suburban Planning Area	Town of Sioux Lookout, unorg. part of Dryton Township		
183. Sioux Lookout Planning Area	Town of Smiths Falls		
184. Smiths Falls Planning Area	Town of Southampton		
185. Southampton Planning Area	Town of Stayner		
186. Stayner Planning Area			

\* Subsidiary Planning Area.

\*\* Only part of Township is within one or more joint planning areas but has a subsidiary planning area for the whole Township.

\*\*\* McKim Planning Area — includes all Township of McKim and part of Township of Broder and Dill (Subsidiary Planning Area)





# ONTARIO PLANNING

April, 1959 - Vol. 6 No. 4

## SUMMARY OF LEGISLATION AFFECTING PLANNING - 1959

Contained in the following pages is a summary of legislation affecting various aspects of planning and planning implementation enacted during the recent Session of the Legislature.

Amendments to The Planning Act, 1955, are described first, with amendments to other statutes following in alphabetical order.

This summary, of course, is a selection. It does not attempt to cover amendments to every Act bearing upon planning. A great many amendments to the Municipal Act, for example, are not described in this summary. A convenient reference source for these is the "Summary of Legislation Affecting Municipalities" published yearly by the Department of Municipal Affairs.

A consolidation of The Planning Act, 1955, incorporating all amendments to date is now being prepared and will be distributed to planning boards, committees of adjustment, municipal councils, planning consultants, Ontario land surveyors and others interested in planning in Ontario.

### ● THE PLANNING ACT, 1955

(The Planning Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 71.)

#### Official Plans - Section 11, Subsections 2 and 3

Formerly, section 11 provided for the adoption of proposed official plans by a vote of a majority of all the members of the municipal council. Subsections 2 and 3 are now amended to require that proposed official plans must be adopted by by-law of the municipal council. By virtue of the provisions of subsection 1 of section 14 of the Act, this change also applies to proposed amendments to official plans.

This amendment comes into force on May 25, 1959.

## DEPARTMENT OF PLANNING AND DEVELOPMENT COMMUNITY PLANNING BRANCH

454 UNIVERSITY AVENUE

HON. W. M. NICKLE, Q.C., MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

TORONTO 1, ONTARIO

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT



Establishment of Committees of Adjustment  
Section 17

This section has been re-written. The results of this action are:

1. The authority for planning boards to constitute some or all of their members as committees of adjustment unless and until the council of the municipality acts to constitute such a committee is removed. Henceforth, committees of adjustment may be constituted only by municipal councils in accordance with the provisions of this section as revised, and a by-law is required for this purpose. (See section 17, subsection 1).

A special provision in The Planning Amendment Act, 1959, (subsection 2 of section 2) authorizes existing committees of adjustment established by planning boards to continue for one year from the date the amendment to the Act comes into force, unless sooner replaced by a committee of adjustment constituted by by-law of the municipal council.

2. Teachers employed by a board of education or school board are now eligible for appointment to membership on committees of adjustment. (See section 17, subsection 2.)
3. The powers of a committee to act are not impaired when there is a vacancy or a member is unable to act, provided there is a quorum present. (See section 17, subsection 7.)
4. Committees of adjustment are prohibited from hearing and determining applications unless they have adopted rules of procedure approved by the Minister. Also, explicit authority is now provided for amending rules of procedure, with the approval of the Minister. (See section 17, subsection 12.)
5. The Minister is given authority to require a committee of adjustment to amend or revise its rules of procedure within a time limit prescribed by the Minister. Failure to comply with such a requirement within the prescribed time limit renders the committee of adjustment powerless to hear or determine applications.

This amendment comes into force on May 25, 1959.

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Decisions of Committees of Adjustment - Section 18, Subsection 8

Previously, this subsection required the concurrence of a majority of all the members of the committee of adjustment to determine any application. As now amended, the subsection requires the concurrence of a majority of the members of the committee that heard the application. The requirement of subsection 6 of section 17 as to the constitution of a quorum must be observed, of course.

This amendment comes into force on May 25, 1959.

Approval of Plans of Subdivision - Section 26

Conditions of Approval - Subsection 5

Previously, this subsection contained explicit authority for the Minister to impose as conditions to his approval of a plan of subdivision requirements only in respect of the conveyance to the municipality of lands for public purposes, the dedication of new highways, and the widening of existing highways. As now amended, the Minister may, in addition to these requirements, "impose such conditions to the approval of a plan of subdivision as in his opinion are advisable ...". Also, he is now specifically empowered to impose as a condition "that the owner of the land enter into one or more agreements with the municipality dealing with such matters as the Minister may consider necessary, including the provision of municipal services."

Subdivision Agreements - Subsection 5a

This new subsection authorizes municipalities to enter into agreements imposed as a condition to the approval of a plan of subdivision. This is complementary to the amendment to subsection 5 empowering the Minister to impose as a condition of his approval of plans of subdivision the requirement that the owners enter into agreements with the municipality.

To protect the validity of agreements entered into previously, The Planning Amendment Act, 1959, includes the provision that "every municipality shall be deemed to have always had authority to enter into agreements imposed as a condition to the approval of a plan of subdivision and all such agreements entered into before this section comes into force are hereby validated and confirmed and declared to be legal, valid and binding."

Reference to the Municipal Board - Subsection 5b

This is a new subsection. It gives to the owner and to the municipality the right to require the Minister to refer any application for approval of a plan of subdivision to the Municipal Board up to the time that the final plan is approved. It is made clear that this right extends to any situation where either the owner or the municipality is not satisfied as to the conditions imposed or to be imposed by the Minister or by the municipality.

These amendments to section 26 came into force on March 26, 1959.

Restricted Area ("Zoning") By-laws - Section 27a

The principal statutory authority for municipalities to pass by-laws for regulating

the use of land and the erection and use of buildings have been transferred from section 390 of The Municipal Act to this new section of The Planning Act, 1955. At the same time, a new paragraph (paragraph 6) has been added to subsection 1 of this new section restoring to municipalities the authority previously contained in section 388, subsection 1, paragraph 115, of The Municipal Act for passing by-laws to prohibit the making or establishing of pits and quarries. This authority was removed by an amendment to The Municipal Act in 1957 and was not included in paragraph 115 when it was re-enacted with different content in the amendments to The Municipal Act in 1958. (See also note elsewhere in this Summary in regard to the enactment this year of paragraph 114a of subsection 1 of section 388 of The Municipal Act relating to pits and quarries.)

This new section came into force on March 26, 1959.

Building By-laws and Related Regulations - Section 27b

This new section contains a number of provisions that have been transferred to The Planning Act, 1955, from section 388 of The Municipal Act. The provisions thus transferred are those authorizing municipal councils to pass by-laws for regulating various structural features of buildings being erected, altered, or repaired; establishing grades of streets and levels of basements; regulating, controlling, and inspecting heating plant and equipment; regulating the removal and wrecking of buildings; compelling the provision of fire escapes; authorizing the removal of unsafe structures; and for regulating and inspecting electrical wires.

Although most of the provisions in section 27b have been transferred without change from The Municipal Act, except for a few minor changes in wording, paragraph 22 of subsection 1 is new. It authorizes municipal councils, when passing by-laws for any of the purposes set out in the section, to adopt The National Building Code or any code or standards that have been adopted, made, or sponsored by the Canadian Standards Association, the Canadian Government Specifications Board, the American Society for Testing Materials or any such body and that have been approved by the National Research Council.

This new section came into force on March 26, 1959.

Penalties and Enforcement of By-laws passed under Part III - Section 27c

This new section makes the provisions of Part XXI of The Municipal Act applicable to by-laws passed under Part III of The Planning Act, 1955, (that is, by-laws passed under sections 27a or 27b) as now amended. Part XXI of The Municipal Act contains sections 492 to 497, inclusive, and includes provisions for imposing penalties for contraventions of by-laws, for prosecutions, for enforcing performance, and for restraining contraventions of by-laws.

This amendment came into force on March 26, 1959.



● THE BEACH PROTECTION ACT

(Amended by The Beach Protection Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 7.)

Prohibition against Taking Sand - Section 3

This section prohibits the removal of sand from the bed, bank, beach, shore, waters, bar, or flat of any lake, river, or stream without a licence from the Minister of Mines, regardless whether the land affected is owned by the person desiring to remove the sand. This prohibition does not apply to municipalities removing sand for municipal purposes, and previously it did not apply to a bona fide resident of Ontario provided that the sand removed was for his personal use and not for resale or for use for commercial or industrial purposes. As now amended, such bona fide resident of Ontario will require the written consent of an official designated by the council of the local municipality in which the sand is situated before he may remove such sand.

This amendment came into force on March 26, 1959.

● THE BOUNDARIES ACT, 1959

(Statutes of Ontario, 1959, Chapter 8.)

This is a new Act. It is intended to provide a means of authoritatively determining disputed or uncertain boundaries of lands in an expeditious and inexpensive manner. It will be administered by the Director of Titles appointed under The Land Titles Act.

The Act provides for applications to the Director for confirmation of the boundaries of parcels of land that have been established by a survey. It also provides for applications for a survey and confirmation of boundaries where there is a question of accuracy of a survey, where a difference appears to exist between the occupational boundaries of a parcel and the boundaries shown on a registered plan or described in an instrument under which the parcel is held, or where the boundaries of a parcel are not shown on a registered plan of subdivision.

Provision is made for a public hearing of the application by the Director, with prior notice to interested parties. After the hearing, the Director may confirm the survey or plan, with or without amendment, and any person objecting to the confirmation may appeal to a judge of the Supreme Court of Ontario.

After the Director has certified his confirmation of a plan under this Act, the plan is to be registered by the Director.

This Act comes into force on May 25, 1959.

● THE CONSERVATION AUTHORITIES ACT

(Amended by The Conservation Authorities Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 18.)

Regulating Dumping of Fill - Section 17, Subsection 1, Clause (d)

This new clause authorizes conservation authorities to make regulations, subject to the approval of the Minister of Planning and Development, prohibiting or regulating the placing or dumping of fill of any kind in any area below the high water mark of any river, creek or stream.

This amendment comes into force on May 25, 1959.

● THE FORESTRY ACT, 1952

(Amended by The Forestry Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 39.)

Agreements as to Forestry Development on Private Lands - Section 2

This section authorizes the Minister of Lands and Forests to enter into agreements with landowners for the reforestation and management of suitable lands. A new subsection added this year empowers the Minister to make interest-free loans to conservation authorities and municipalities to assist in the acquisition of lands to be reforested and managed under such agreements.

This amendment came into force on March 26, 1959.

● THE HIGHWAY IMPROVEMENT ACT, 1957

(Amended by the Highway Improvement Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 42.)

Continuing King's Highway through city, town, or village - Section 22

This section, as amended in 1958, provides for financial assistance from the Province to urban municipalities for the construction and maintenance of connecting links between parts of the King's Highway or of extensions of the King's Highway. A new subsection, 6a, is now added, extending these provisions to cover the cost of construction and, in some cases, maintenance of traffic interchanges on such connecting links or extensions within cities, towns and villages.

Development Roads - Section 84

The scope of this section, which permits Provincial contribution to the construction and maintenance of development roads in municipalities other than cities, separated towns, towns, or villages, has been broadened. Previously, the Minister of Highways could designate such development roads "... in order to promote or maintain settlement or development ...". As the section is now amended, he may designate as a development "... a road or proposed road under the jurisdiction and control of a municipality, other than a city, separated town, town or village, which because of the requirements of traffic he considers should be constructed, improved or maintained

to a higher standard than is reasonable having regard to the economic situation of the municipality."

These amendments came into force on March 26, 1959.

#### ● THE LOCAL IMPROVEMENT ACT

(Amended by The Local Improvement Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 55.)

##### Construction of Sewer or Watermain - Section 20, Subsection 4

Subsection 4 is new. It permits a municipal council to provide for a reduction in the special assessment on corner lots with respect to sewers and watermains by not assessing the side part of the lot known as flankage.

##### Special Assessment on Flankage that becomes Frontage - Section 28a

This is a new section. It provides for making special assessments on flankage which was exempt from local improvement rates at the time of the passing of the by-law but which later becomes frontage.

##### Special Assessment on Land Assessed in Block that becomes Subdivided - Section 37a

This new section provides that, where land that is assessed as a block and is specially assessed for local improvements later becomes subdivided, the council may amend the local improvement by-law to provide for special assessments on the lots in the subdivision.

##### Assessment of Cost of Works in Areas in Towns - Section 64, Subsection 1

Section 64 provides for charging the cost of local improvements in villages and townships on an area basis. By an amendment to subsection 1, this authority is now extended to towns.

The amendments to The Local Improvement Act came into force on March 26, 1959.

#### ● THE MUNICIPAL ACT

(Amended by The Municipal Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 62.)

##### Construction of Drains, Sewers, Dams, Sewage Disposal Works, etc. - Section 386, paragraph 12

This paragraph authorizes the councils of all municipalities to pass by-laws for constructing, maintaining, improving, repairing, widening, altering, diverting, and stopping up drains, sewers, or water-courses and for providing an outlet for a sewer or for establishing works or basins for the interception or purification of sewage. This authority is now extended to cover the cost of constructing, maintaining, repairing, and improving dams. The amendment also provides that the cost of the works undertaken under this paragraph may be levied in defined areas deriving a special benefit from them or, alternatively, against all the rateable property in the municipality.

This amendment came into force on March 26, 1959.



Municipal Parking Lots - Section 386, paragraph 52

This paragraph contains the authority for the councils of all municipalities to pass by-laws for establishing parking lots. Clause b provides specifically that land acquired under this paragraph and buildings acquired or erected under this paragraph are to be deemed to be a highway for the purposes of paragraph 7 of section 486 of The Municipal Act, the paragraph that permits the councils of all municipalities to pass by-laws for installing parking meters. Clause b has been amended this year to make it clear that not only land specifically acquired for municipal parking lots, but also other municipal property that may have been acquired for other purposes but is being used for parking purposes comes within the provision permitting the use of parking meters.

This amendment is deemed to have come into force on January 1, 1959.

Levy of Parking Lot Costs against Defined Area - Section 386, paragraph 52, clause (f), subclause (i)

This subclause provides that the capital cost of any undertaking under paragraph 52 for establishing parking lots may be levied against the lands in a defined area in the municipality deriving special benefit from the parking lot. It is now amended to permit the cost of the annual rental of leased land used for a parking lot or the operating deficit of a parking lot to be levied against a defined area.

This amendment is deemed to have come into force on January 1, 1959.

Building By-laws, etc. - Section 388, subsection 1

A number of paragraphs have been deleted from this subsection, their provisions being transferred to The Planning Act, 1955, through the enactment of section 27b of that Act.

This amendment came into force on March 26, 1959.

Operation of Pits and Quarries - Section 388, subsection 1, paragraph 114a

Prior to 1957, paragraph 115 of subsection 1 of section 388 gave to the councils of local municipalities the authority for prohibiting the making of pits and quarries in the municipality or for regulating the location of them. In 1957, this paragraph was repealed. In 1958, the paragraph was reinstated, with different provisions, and was not changed this year. It provides the authority for the councils of local municipalities to pass by-laws for regulating the operation of pits and quarries within the municipality and for requiring the owners of pits and quarries that are located within 300 feet of a road and that have not been in operation for a period of 12 consecutive months to level and grade the floor and sides thereof and the area within 300 feet of their edge or rim so that they will not be dangerous or unsightly to the public.

This year, a new paragraph, paragraph 114a, has been added, authorizing the councils of local municipalities to pass by-laws for prohibiting the carrying on or operation of a pit or quarry in any area in which the use of land is restricted to residential or commercial use by a by-law passed or an official plan adopted, before the first day of January, 1959, provided no by-law passed under this paragraph shall come into

force until approved by the Municipal Board or shall apply to a pit or quarry made or established before the first day of January, 1959, except to prohibit the enlargement or extension of any such pit or quarry beyond the limits of the land owned and used on connection therewith on the first day of January, 1959.

Attention is also drawn to the addition this year of paragraph 6 to subsection 1 of section 27a of The Planning Act, 1955, commented upon elsewhere in this summary. This new paragraph authorizes councils of local municipalities to pass by-laws for prohibiting the making or establishment of pits and quarries within the municipality or within any defined area or areas thereof, subject to the approval of the Ontario Municipal Board.

This amendment came into force on March 26, 1959.

#### Zoning By-laws - Section 390

This section of The Municipal Act is repealed, its provisions having been transferred to section 27a of The Planning Act, 1955.

This amendment came into force on March 26, 1959.

#### ● THE MUNICIPALITY OF METROPOLITAN TORONTO ACT, 1953

(Amended by the Municipality of Metropolitan Toronto Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 65.)

#### Metropolitan Controlled - Access Roads - Section 93, Subsection 1

From the original enactment of The Municipality of Metropolitan Toronto Act, 1953 until this year, the authority of the Municipality of Metropolitan Toronto to designate metropolitan roads as metropolitan controlled-access roads has been limited to new roads. This same principle was incorporated in section 95a of The Highway Improvement Act (now section 86 of The Highway Improvement Act, 1957) when that section was first enacted in 1954 to give municipalities the power to establish controlled-access roads. However, subsection 1 of section 93 of The Municipality of Metropolitan Toronto Act, 1953 is now amended to permit the Metropolitan Corporation to designate any metropolitan road as a metropolitan controlled-access road.

#### Regulating Access to Metropolitan Controlled-Access Roads - Section 94

When The Highway Improvement Act was re-written last year and re-enacted as The Highway Improvement Act, 1957, the provisions relating to the regulation of entrances to municipal controlled-access roads were revised. This year, a similar revision to section 94 of The Municipality of Metropolitan Toronto Act, 1953 was effected.

These amendments came into force on March 26, 1959.

#### ● THE PUBLIC LANDS ACT

(Amended by The Public Lands Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 81.)

Regulations in Respect of Sale of Public Lands - Section 14

This section has been amended so that the Lieutenant-Governor in Council may make regulations prohibiting or regulating and controlling the sale of public lands to actual settlers for agricultural purposes or to purchasers of summer resort locations for private or commercial use or to purchasers of public lands for any other purpose or use and fixing the prices, terms, and conditions of sale and settlement. Regulations made under this authority may be applied to any part of Ontario.

Land Use Conditions - Sections 15c and 15d

These two new sections are intended to improve land-use planning. They provide that letters patent for land sold or leased under The Public Lands Act may contain a condition that the land is to be used in a particular manner or a condition that the land is not to be used in a particular manner. Provision is made for the release of land from such conditions by the Minister of Lands and Forests under appropriate circumstances.

These amendments came into force on March 26, 1959.

● THE SCHOOLS ADMINISTRATION ACT, 1954

(Amended by The Schools Administration Amendment Act, 1959 - Statutes of Ontario, 1959, Chapter 92.)

Acquiring land outside city or town for future school sites - Section 58, Subsection 3a

Section 58 authorizes a school board of a city or town to acquire land in adjacent municipalities for future school sites where the extension of the limits of the city or town is in prospect. This authority may be exercised only within 5 miles of the city or town. This year, a new subsection, 3a, is added prohibiting the construction of any school building or other permanent improvement while the land is held by the school board until the land is included within the limits of the city or town.

This amendment is deemed to have come into force on January 1, 1959.

\* \* \*

● MUNICIPALITIES ADVISED TO RE-ENACT ZONING AMENDMENTS  
PASSED PRIOR TO MARCH 27, 1958

Municipalities were advised in a statement recently by the Hon. W.M. Nickle, Q.C., Minister of Planning and Development, that the validity of restrictions contained in zoning amendments passed prior to March 27, 1958, may be protected by re-enactment of the amending by-laws.



The Minister's statement, issued April 14 in the form of a press release and memorandum to all Mayors and Reeves, followed a widely-publicized judgment of the Supreme Court of Canada quashing an amending by-law of the Township of Scarborough.

Text of the Minister's statement was as follows:

"During the last few days considerable publicity has been given to a recent judgment of the Supreme Court of Canada in which a by-law of the Township of Scarborough amending a previous zoning by-law of the same Township was quashed on the ground that the amending by-law should have been approved by the Ontario Municipal Board before it was finally passed. As the procedure which had been adopted by the Council of the Township in the case of this amending by-law appears to have been common practice throughout the Province the effect of this judgment upon the status of similar amending by-laws in this and other municipalities has been a matter of some concern, and it is thought desirable that the position of the government and the municipalities should be clarified.

"For nearly forty years it has been the policy of this and preceding governments as expressed in the legislation to require that all municipal restricted area by-laws and amendments thereto should be submitted to and approved by the Municipal Board before they become effective. The legislation has required also that notice of every application for the approval of such by-laws should be given to the persons affected thereby in such manner as the Board may direct. The judgment of the Supreme Court of Canada was based upon a slight difference in the language used in the legislation dealing with amending by-laws as compared with the subsection requiring the Board's approval of the original by-laws. It is clear that that judgment was based upon a purely technical objection as all such amending by-laws were in fact duly approved by the Municipal Board after public hearings in accordance with the spirit and intention of the legislation.

"By an amendment of legislation passed during the 1958 session the subsection dealing with amending or repealing by-laws was changed, and I am advised that as a result all such by-laws passed since March 27th, 1958 when the amendment came into force are not open to attack on the ground raised in the Scarborough case although they were finally passed without the prior approval of the Board. With respect to amending by-laws passed before that date I am advised that the risk of a successful attack upon such by-laws may be largely, if not entirely, avoided if the municipalities concerned take prompt steps to have them re-enacted under the 1958 amendment and submit them to the Municipal Board for approval. The Board has agreed to expedite the hearing of such applications in every possible way, and in addition to waive the payment of its usual fees on such applications. The approval of the Board has a retroactive effect and relates back to the date of the final passing of the by-law.

"Municipalities may protect the validity of zoning restrictions prescribed in amending by-laws passed prior to March 27th, 1958 by re-enacting such amendments immediately. It is my opinion the procedure outlined in this memorandum will prove to be effective."

Two announcements of importance to all agencies concerned with urban renewal and redevelopment were made recently by The Hon. Leslie M. Frost, Q.C., Prime Minister of Ontario, and The Hon. W.M. Nickle, Q.C., Minister of Planning and Development.

In a press release dated April 21, 1959, the Prime Minister announced a broadening of policy concerning Provincial contributions to redevelopment projects permitting the re-use of land for other purposes as well as housing.

Initiation of a joint study on minimum housing standards by the Department of Planning and Development and Central Mortgage and Housing Corporation was announced in a release issued April 23 by the Minister of Planning and Development.

Texts of both announcements are reprinted below.

#### ● PROVINCIAL REDEVELOPMENT POLICY BROADENED

"Last September it was announced by the Government that the Province would participate in redevelopment projects by contributing 25 per cent of the cost of acquisition and clearance of a redevelopment site where the ultimate use of that site was to be for housing. It has now been decided to broaden this policy. It must be remembered that the purpose and the policy of The National Housing Act and The Ontario Housing Development Act, and, therefore, the purpose of federal-provincial participation in municipal redevelopment, is primarily and fundamentally to assist in the betterment of housing.

"The purpose of the provincial announcement of last September was to assist in providing better housing conditions, which is completely consonant with The National Housing Act and The Ontario Housing Development Act. It is now proposed to widen the use to which redeveloped land can be put in accordance with the general policy of the acts. In other words, the new provision will permit greater flexibility and discretion in the type of redevelopment which can be undertaken. Under this proposal the Province will participate in redevelopment projects where a substantial part of the area to be redeveloped at the time of the acquisition was, or after redevelopment will be, used for residential purposes. The effect will be that it will allow the municipalities more latitude in the use of redeveloped land, which, in itself, will be an assistance to them in proceeding with housing projects.

"Under this new provincial policy, redevelopment projects can be undertaken where the ultimate use is for industrial or commercial purposes rather

than for housing, it being understood that the site had originally consisted substantially of housing in a depressed area, provided, of course, that substantially the same amount of housing is erected elsewhere. Additionally, a site presently consisting of commercial or industrial or mixed use can be redeveloped for housing with provincial and federal assistance. In both cases, the general result of the redevelopment is to improve housing conditions, at the same time providing the flexibility that the land can be used for the purpose for which it is best adapted.

"As stated, the primary purpose of this policy is to create new and better housing on the same or on another site. If on another site, then existing lands can be used in whole or in part for commercial or industrial purposes. Every project submitted to the Government will be considered on its merits, having regard to the objective of municipal planning in the locality and, of course, having in mind the best land use for the area in question.

"Existing and proposed redevelopment plans may be reassessed in accordance with this policy."

● JOINT STUDY ON MINIMUM HOUSING STANDARDS LAUNCHED  
BY PLANNING AND DEVELOPMENT AND C.M.H.C

"The Honourable W.M. Nickle, Q.C., Minister of Planning and Development, has announced that a committee of officials from the Housing and Community Planning Branches of his Department with administrative officials of Central Mortgage and Housing Corporation has been set up as a result of co-operation with his colleague, The Minister of Public Works, The Honourable Howard Green. The committee will undertake a study as to the measures which should be adopted by municipalities to improve and conserve housing and ensure minimum standards of dwelling occupancy and maintenance and thus preserve our good communities and prevent the necessity of costly future redevelopments.

"This is a positive step designed to increase our knowledge of how to prevent the deterioration of our existing housing and building stock with its resultant physical, social and economic losses.

"The committee will commence their deliberations at once. All municipal agencies will be invited to make their views known as affecting their particular areas.

"The results of the study will be made available to all municipalities as well as other agencies interested in urban renewal programmes and should be useful to both rural and urban communities."



U R B A N   R E N E W A L   N O T E S

Central Mortgage and Housing Corporation have recently produced a pamphlet on Urban Redevelopment as it is affected by Section 23 of The National Housing Act, 1954. The pamphlet outlines the provisions for financial assistance on urban renewal, or redevelopment studies, and lists in point form the general conditions under which Federal assistance for the acquisition and clearance of blighted areas is granted. Copies of the pamphlet may be obtained from C.M.H.C.'s Regional Office, 650 Lawrence Avenue West, Toronto, or any of the Branch Offices located in Windsor, London, Hamilton, Kingston, Ottawa, Sudbury and the Lakehead.

\* \* \*

The City of Toronto, in co-operation with the Social Planning Council, has recently undertaken a pilot project on the enforcement of the City's housing standards by-law in a neighbourhood recommended for conservation and rehabilitation treatment in the Urban Renewal Report of 1956. Experience in this project, confirmed in American cities, reveals that most people in these neighbourhoods will make the required repairs after a single visit from the Housing Inspector.

In 1958, for example, the City's Building Department made a detailed inspection of the Riverdale area. A total of 3,992 premises were inspected and of that number, 1,507 required repairs to bring them to the minimum standard. In the case of 1,273, or 84%, of the dwellings, the required repairs were completed. The City's report, dated June 24, 1958, concludes with the statement that "... very few summonses have been issued because most of the owners realize that repairs are necessary for the good of their property."

The importance of systematic inspection and by-law enforcement was emphasized in a recently-published, two-year study by the New York State Division of Housing. This study, completed at a cost of \$145,000, repeatedly stressed the following three points:

- (1) "It is essential that the existing housing inventory be protected and conserved against the onslaught of the forces of blight."
- (2) "There should be a plan of inspection by which every structure and every dwelling unit will be treated under the housing code program ... Area-wide enforcement is the obvious method for removing a dense accumulation of substandard conditions. This enforcement process encourages voluntary compliance."
- (3) "The most prevalent method of housing code enforcement embodies the theory that housing standards are not only applicable to all dwellings within

the community, but also that the code will be systematically enforced. This involved house-by-house, and block-by-block inspections. When an area or areas are brought into substantial compliance, systematic inspection begins in other areas. Experience indicates that the success of the Code Enforcement Program rests in addition to planning support upon the following:

- (a) Area determination in conjunction with the planning agency.
- (b) Adequate citizen support.
- (c) Scheduling of necessary capital improvements by the municipality within the designated rehabilitation area.
- (d) Adequate municipal housekeeping functions."

\* \* \*

The City of Ottawa, which also has a Housing Standards By-law, reports that in the period August 1953 to December 1958 application of the by-law resulted in the demolition of 395 buildings, involving 600 dwellings. 148 buildings were repaired and 812 sheds, garages and fences demolished or rebuilt.

The Ottawa by-law was passed in 1952 under special Provincial legislation and is administered by the Housing Standards Board. This board consists of the Head of the Council, the Assessment Commissioner, Building Inspector, Fire Chief, City Solicitor, Commissioner of Finance, Commissioner of Waterworks, Commissioner of Welfare, the Director of Planning and Works and the Medical Officer of Health. At present, the staff comprises a part-time Secretary, Mr. W. J. Robertson (also Secretary of the Ottawa Planning Board), and one full-time Inspector. The by-law establishes standards on repair, cleanliness, lighting and ventilation, sanitary facilities, over-crowding, and other items.

\* \* \*

To point up the fact that the American Urban Renewal Programme is not limited to large cities, a report, presented at the 9th Annual Planning and Zoning Conference sponsored by the Detroit Regional Planning Commission, revealed that the Village of Wayne, Michigan, with a population of 15,600 people, has embarked on a \$1½ million renewal programme. The programme affects 1/6th of the total area of the village, 20% of its population, and some 800 dwelling units. Part of the programme calls for the redevelopment of blighted commercial areas for residential use. Another feature is the designation of a large renewal area with spot clearance and the location of public housing units in the cleared sites. The remainder of the area will receive rehabilitation and conservation treatment. Because of the size of the community, the programme is not under the direction of specialists, but has been assumed on a pro-rata basis by the Village Engineer and Secretary of the Planning Board. It is reported that the Wayne Urban Renewal

Programme has spurred community interest in the Village's general planning programme.

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### ● SUMMER PLANNING COURSES

Two courses of interest to planners will be offered in the 1959 Summer Session at the Massachusetts Institute of Technology. They are: the 21st annual seminar in City and Regional Planning, Monday, July 20 through Friday, July 31; and Institutional Expansion and the Urban Setting, Monday, July 6, through Friday, July 10.

In the two-week seminar in City and Regional Planning, emphasis will be placed on the role of transportation in current metropolitan growth and the relationship of modern highway and express systems to land use plans. The program will be under the general direction of Roland B. Greeley, Associate Professor of Regional Planning, assisted by other members of the M.I.T. Department of City and Regional Planning and special lecturers. Participation is limited to persons associated directly with planning or urban renewal programs or with broad developmental aspects of urban or suburban growth. Tuition: \$225.

The one-week special program, Institutional Expansion and the Urban Setting, will deal with the problems of the physical expansion of large public and private institutions in urban locations, particularly in relation to city planning and urban renewal programs. Participation will be limited to those directly concerned with the administrative, financial or design aspects of institutional development in large cities. The program will be under the general direction of Frederick J. Adams, Professor of City Planning. Tuition: \$150.

Further information concerning courses is available from Professor James M. Austin, Massachusetts Institute of Technology, Cambridge 39, U.S.A.

### ● SECOND PLANNING STAFF CONFERENCE SPONSORED BY BRANCH

Approximately 40 members of local planning board staffs, representing 16 planning boards, attended a conference sponsored by the Community Planning Branch in Toronto April 2 and 3.

The meeting was the second in what is projected as a series of meetings between planners working in local communities and Branch staff members. A similar conference was held last December.

The meetings are intended to promote a better understanding at the staff level of community planning under Provincial legislation.

Among subjects discussed at the April meeting were procedures and techniques involved in the preparation and processing of official plans, and particularly of



amendments to official plans. Copies of a preliminary draft guide entitled "Amending The Official Plan" were distributed to delegates, discussed, and written comment invited. The guide will be issued shortly in more permanent form.

#### ④ APARTMENT LIVING - URBAN OR SUBURBAN?

If a person lives in an apartment house in Metropolitan Toronto the chances are slightly greater that he is living outside the City of Toronto in one of Metro's "suburban" municipalities than in the city itself.

This is one of the more interesting and provocative findings contained in a 60-page report of an apartment survey carried out by the Research Division of The Metropolitan Toronto Planning Board in July and August, 1958. In recent years, the role of apartments has increased considerably in the Toronto area - an area traditionally inclined to individual home ownership - and the trend towards multiple dwellings seems likely to continue. Since 1956, approximately one half of all new dwelling units started in Metropolitan Toronto have been apartment buildings. In August, 1958, out of a total of about 375,000 occupied dwelling units in Metropolitan Toronto, 109,000 were rented. Of these, just under half - 53,622 - were suites in private apartment buildings with six or more units.

While apartments represented 14.4 per cent of all occupied dwelling units, they provided accommodation for only 8.5 per cent of Metropolitan Toronto's population - since, as might be expected, the average number of persons per apartment was less than for other types of dwelling unit: 2.16, compared with 4.32 for all other types.

The City of Toronto accounted for slightly less than half of all apartments in Metropolitan Toronto, the remainder being divided roughly equally between the nine "inner" and three "outer" suburban municipalities. In fact, the study indicated that Metro's main "apartment zone" at present was located in a belt five to eight miles distant from the city centre. In this belt, the proportion of apartment dwellers was calculated to be about 12 per cent; about two-thirds higher than in the central five-mile circle.

The types of apartments differed radically between the City and the outer suburbs. The City contained almost three-quarters of all bachelor apartments, but only one-third of those with two or more bedrooms. On the other hand, the outer suburbs accounted for only 4.7 per cent of Metropolitan Toronto's bachelor apartments, but for 41.8 per cent of those with two or more bedrooms.

The number of children living in apartments ranged from seven for each 100 suites in the City to 34 per 100 in the inner suburbs and 59 per 100 in the outer suburbs.

The authors of the report observe that apartments in the central and suburban areas are competing in two different markets. In the central area, they are competing with rooming accommodations for single people and to a lesser extent,

childless couples; in the outer areas, primarily with single family houses for couples with and without children. The latter group, the authors suggest might also be customers for other types of rental housing - notably row houses and maisonettes, of which comparatively few examples have been built since the war.

Copies of the report are available at a cost of \$2.00 each.

## ● BRIEFLY NOTED

### Planning Areas and Boards

On February 19, 1959, the Minister defined the Township of Malden as a single independent planning area.

On February 25, 1959, the Minister altered the boundaries of the Welland Planning Area to include the whole of the Village of Fonthill.

On March 25, 1959, the Minister defined the Village of Chalk River as a single independent planning area.

Newly appointed secretary-treasurers of planning boards include:

Earl Richardson, Vespra; W.V. Foreman, Collingwood; Wayne Kinkley, City of Sudbury; John Kubis, Kingsville and District; F. Kenneth Kent, Woodhouse; E.S. Bookfield, New Liskeard and Suburban; L.C. Henneberry, McKim, Neelon and Garson; Stan Gauthier, Rayside; Owen L. Hughes, Goulburn; F.W. Hunter, Renfrew; P.K. Deacon, Tisdale; Donald Tofflemire, Lindsay and Ops Township.

Newly appointed or re-appointed to membership on planning boards were:

D.R. McCahill (chairman), R.W. Dobson (vice-chairman), City of Hamilton; H.B. Wembold, T.H. Ainley, James Bauer, Lee J. Henhoeffter, David Wismer, Harold J. Snider, Kitchener-Waterloo and Suburban; L. Pennell, L. Savory, J. Castle, Brantford and Suburban; G.R. Dance (chairman), J.D. Lee (vice-chairman), G.W. Vosper, W.J. Coyle, James de St. Remy, E.R. Pearson, R.J. Penny, Kingston Area; E.R. O'Kelly (chairman), W.E. MacDonald, R.F. Craig, A.T. Fell, D. Bruce Ker, Brockville; E.H. Griffiths, R.J. Kerr, K. Rapsey, E. Taylor, A. Rife, W. Meyer, Galt and Suburban; Mortimer Veale, James Moore, Beaverton and Thorah; Cicil Tinney, John O'Neill, Elmvale-Flosi; Paul Tardif, E.R. Armstrong, A. Moodie, Howard Kennedy, E. Viers, Ottawa; T.J. Dowling (chairman), Geo. C. Reeves, Donald Hough, Percy Hawley, Harold Warwick, Harold Creighton, Mack Leybourne, South Fredericksburgh; E.A. Thomas, O.W. Zimmerman, J.G. White, G.H. Bates, John Mackenzie, Niagara Falls and Suburban; George A. Davis, J. Spencer Fraser, Ramsay Gillespie, Allan W. Day, Wm. Anderson, Oakville; Ernest T. Anderson, Murray P. Glover, Waterford and Suburban; Donald Bell (chairman), Douglas Ferrie, Lorne Orser, Wellington; Dobson, Carman Downey, Vespra; Howard Bruner (chairman), Robert Graham

(vice-chairman), D. William Post, Blake Banford, Douglas Sellars, Kingsville and District; C. Gorsline (chairman), Collingwood; Robert Maldam, J.E. Ryan, Peterborough and Suburban; J. Marino, R. Berday, Geraldton and Suburban; R.I. Mann, Hugh Lamb, Leo La Chappelle, V. Wakeline, T.T. Ferris, London and Suburban; J. Morrison, Watson McPherson, Gordon Lipsitt, W.H. Betts, Grimsby and Suburban.

#### Committees of Adjustment

A Committee of Adjustment was established for the Village of Chippawa. Members are: George Watson, Milton Bacon, Robert Meek.

Newly appointed Secretary-treasurers of committees of adjustment included: M.J. Tedesco, Cochrane; M.B. Weir, Windsor; J. McCubbin, Owen Sound.

Newly appointed or re-appointed to membership on committees of adjustment were:

Arthur Keegan, D.J. Whalen, Hugh Murray, Belleville; A. Spadoni, F.J. Davey, Sault Ste. Marie; I. Fairty, George Harris, Two. of Etobicoke; E. Follis, North Bay; E.R. O'Kelly, W.E. MacDonald, R.F. Craig, Brockville; H.H. Madill, Paul McLaughlin, Toronto; Dr. J. Thompson, Woodstock City; H.W. Sturm, R.B. Trott, Wes Callander, City of Kitchener.

#### ● COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
May 1-3	Ontario Recreation Association.	Walper House, Kitchener, Ont.	Mrs. June Braaten, Executive Secretary, 48 Deepwood Cres., Don Mills, Ont.
May 6-8	Association of Ontario Mayors and Reeves.	Queensway Hotel, St. Catharines, Ont.	Seely Eakins, Executive Secretary, Room 209, City Hall, Toronto, Ont.
May 10-14	American Society of Planning Officials, Annual Convention.	Hotel Leamington, Minneapolis, Minnesota.	Dennis O'Harrow, Executive Director, 1313 East 60th St., Chicago 37, Ill.
May 18-20	Institute of Municipal Assessors of Ontario.	Chateau Laurier, Ottawa, Ont.	F.H. Finnis, Secretary-Treasurer, 32 Isabella St., Toronto, 5, Ont.



<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
May 26-28	Ontario Traffic Conference.	Sudbury, Ont.	R. Anderson, Secretary-Treasurer, 2001 Eglinton Ave. East, Scarborough, Ont.
May 31- June 3	Canadian Federation of Mayors and Municipalities.	Municipal Memorial Arena, North Bay, Ont.	George S. Mooney, Executive Director, Suite M33, Mount Royal Hotel, Montreal, Que.
June 7-11	Municipal Finance Officers Association, Annual Convention.	Queen Elizabeth Montreal, Que.	Joseph F. Clark, Executive Director, 1313 East 60th St., Chicago 37, Ill.
June 10-12	Town Planning Institute of Canada.	University of New Brunswick, Fredericton, N.B.	Hugh T. Lemon, Secretary-Treasurer, Board of Trade, 11 Adelaide St. West, Toronto 1, Ont.
June 17-19	American Planning and Civic Assoc., Annual Meeting.	Civic Auditorium, Memphis, Tenn.	Charles A. Phelan, Executive Director, 901 Union Trust Bldg., Washington 5, D.C.
July 26-30	American Institute of Planners.	Seattle, Washington.	W.C. Dutton, Jr., Executive Director, Suite 410, 2400 16th St. N.W., Washington 9, D.C.
Sept. 6-9	International Federation for Housing and Planning, Annual Meeting.	Perugia, Italy.	Dennis O'Harrow, American Society of Planning Officials, 1313 E. 60th, St., Chicago 37, Ill.
Sept. 13- 17	Institute of Traffic Engineers.	New York, N.Y.	David M. Baldwin, Executive Secretary, 211 Stratchona Hall, New Haven, 11, Conn.

# ONTARIO PLANNING



May, 1959 - Vol. 6 No. 5

## ● REGIONAL PLANNING STUDIES IN PROGRESS

The rate and scope of postwar development in Ontario has focussed attention as never before on the problems of urban growth.

Under Provincial legislation, the task of establishing suitable policies and of exercising controls over development in the best interest of the community has remained largely the responsibility of the local self-governing municipalities of the Province.

However, it has become apparent that a broad knowledge of social and economic conditions throughout the larger areas of which local jurisdictions form part is necessary if local communities are to plan and administer their affairs most effectively and if adequate guidance and assistance are to be furnished at the Provincial level.

During the past two years, therefore, the Community Planning Branch of the Department of Planning and Development has been conducting regional studies of certain important growth areas of the Province, including the St. Lawrence, Niagara, Sudbury and Oshawa-Hamilton areas.

The purposes of these studies in general are:

- to provide municipal councils, planning boards and residents with information concerning selected physical, social and economic characteristics of the area;
- to assist the Community Planning Branch in carrying out its administrative and advisory duties concerning local planning organization, official plans, zoning and building by-laws, plans of subdivision and other matters;
- to provide information useful to other interested agencies, including departments and other agencies of the Provincial and Federal Governments, and industrial and business organizations;
- to emphasize, by presenting a picture of the area as a whole, the need for planning based on area as well as local municipal considerations.

## DEPARTMENT OF PLANNING AND DEVELOPMENT COMMUNITY PLANNING BRANCH

454 UNIVERSITY AVENUE

HON. W. M. NICKLE, Q.C., MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

TORONTO 1, ONTARIO

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT

... St. Lawrence Area

This was the first of the regional studies to be undertaken by the Branch in its current program. Geographically, the study covers an area a township in depth extending from the Town of Prescott to the Ontario-Quebec boundary. Features studied have included the physical characteristics and topography of the area; land uses; population growth, distribution and composition; transportation and school plant facilities. Particular emphasis was placed on potential tourist and recreational facilities in the area.

Much factual information was obtained from the Ontario Hydro-Electric Power Commission, the Ontario-St. Lawrence Development Commission, the Department of Lands and Forests, the Department of Travel and Publicity, the Conservation Branch of the Department of Planning and Development, the Department of Highways and the Department of Education. Information from these sources was supplemented by interviews with local authorities.

Preliminary reports are now being prepared and distributed to local planning boards, councils and other interested agencies, both private and public.

Copies of a report on educational plant facilities have been distributed by the Department of Education to all school boards in the area. The preliminary urban reports on the City of Cornwall and the Village of Morrisburg depicting the economic and physical relationships between these municipalities and their surrounding areas have been published. Similar reports dealing with other urban communities of the area will appear shortly and also reports dealing with transportation and recreation.

A final planning report, summarizing the major findings presented in the various preliminary reports and containing recommendations pertaining to area development, is expected to be ready in September.

... Niagara Area

The area covered by the study comprises the counties of Haldimand, Lincoln and Welland. Major characteristics studied have included land uses, population, housing,

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manufacturing, employment, trade, transportation facilities, agriculture, recreation and local planning organization.

Branch field teams carried out an intensive land use survey, bringing together for the first time detailed information concerning the use of land and buildings throughout the area. Copies of maps showing this information on a township basis at a scale of four miles to the inch have already been distributed to municipalities of the area. Colour maps at a scale of 50,000 feet to the inch are now being prepared for distribution. In studying the economy of the area, the Branch has worked closely with the Niagara Regional Development Association and with the Trade and Industry Branch of the Department. Documentary and statistical information was supplemented by interviews with more than 100 local industries and more than 250 retail and wholesale merchants. Hundreds of farmers, housewives and others were interviewed in both urban and rural sections to reveal shopping habits, location of residence in relation to place of employment, and other facts.

Valuable information and assistance was also obtained from planning boards, municipal officials, Chambers of Commerce, industrial representatives and others familiar with area problems.

Preliminary reports dealing with the various features of the study are now in preparation and will be issued to local planning boards, councils and other interested agencies as soon as they are completed. A final report will summarize the study as a whole.

#### . . . Sudbury

Now nearing completion is a brief study of an area of 1200 square miles centering on Sudbury. The study is basically a survey of existing conditions describing physical, population, resource base and trade characteristics and their interrelationships. The study is intended to serve as a background against which proposals for the area, such as new planning organizations, may be assessed.

#### . . . Oshawa - Hamilton - Lake Simcoe

This is a very broad-based study still in its early stages. The area to be contained in the study will be determined on the basis of reconnaissance surveys to be carried out this summer. Development trends, based largely on records of subdivision activity since 1946, are now being plotted.

#### . . . Action

These studies will bring together in map, textual and statistical form a wealth of factual information, and suggested guides to future development. It will remain substantially the responsibility of the residents of these areas, acting through their planning boards, councils and other organizations to assess this information and decide upon its best use in planning for their individual communities and the larger areas of which they form part.

● A STUDY OF MINIMUM HOUSING STANDARDS

Announcement by the Hon. W.M. Nickle, Q.C., of a joint study on minimum housing standards to be conducted by the Department of Planning and Development and Central Mortgage and Housing Corporation was contained in the April issue of ONTARIO PLANNING. An expanded description of the objectives and content of the study appears below.

While the implementation of community planning programmes touches upon all of the various uses of land, residential areas, particularly those which have been in use for 20 years or more, have frequently received less than the necessary share of attention. A direct result of this inattention, particularly in the larger urban centres, has been increased concern with the problems of blight, in the prevention as well as the removal of it. Growing concern, both here and abroad, has resulted in the Urban Renewal movement generally, and in urban renewal and redevelopment studies and projects in particular. The present rate of decline of residential areas, the inability to cope with obsolescence, population potential over the next 25 years, the high cost of redevelopment and the intangible but equally high cost of social blight combine to point up the vital need for preventive measures and the general raising of standards.

There have been a number of controls available to municipalities, affecting zoning, subdivision, structural safety, health, fire, etc., but little if any comprehensive control has been exercised directly over the maintenance and occupancy of existing dwellings, either old or new. Lack of maintenance, both interior and exterior, and the overcrowding of dwellings, are both cause and effect in the blighting process. Until these factors are integrated with an overall programme aimed at the prevention of blight, there can be little hope of long-range success.

Over a quarter of a million dollars has been invested in urban renewal studies by the Federal Government and by a number of cities across Canada, eight of them located in Ontario. Out of these studies have come and will continue to come programmes for redevelopment. There will also be of necessity programmes of prevention - conservation and rehabilitation or improvement of residential areas. There must be, therefore, as sound a basis for guidance on conservation measures as presently exists on redevelopment. The study announced by the Hon. W.M. Nickle, Q.C., last month, to be conducted by the Department of Planning and Development with financial assistance from Central Mortgage and Housing Corporation has that guidance as an overall objective.

The agreement between the Province of Ontario - represented by the Minister of Planning and Development - and Central Mortgage and Housing Corporation has now been signed. The agreement sets out as the principle objectives of the study:

- (a) The production of a model set of minimum standards affecting the occupancy and maintenance of dwellings.
- (b) The development of a study technique of general value to the other provinces wishing to study this or similar subjects on an individual provincial basis.

. . . Co-operation with other provinces

As will be noted from the second objective, the study will be conducted in co-operation with the other nine provinces.

The study is estimated to cost \$32,000.00 over an 18 month period. Of this amount, Central Mortgage and Housing Corporation have agreed to meet 75%.

Two people have been engaged for the study. They are: Miss Jane Banfield, a graduate lawyer proceeding to a Ph. D. at the University of Toronto, and Mr. Keith Becker, a graduate in Architecture and Town and Regional Planning of the University of Toronto. Mr. Becker is also working with Mr. Don Guard on the London Urban Renewal study.

While the programme is still in a flexible and developing stage, the first stage will consist of examining the objectives, techniques and findings of similar studies that are being carried out or have been completed in Canada or elsewhere. An examination of available background literature on the many aspects of the problem of conserving housing stock and residential neighbourhoods will also be a part of the first stage of the programme.

Concurrent with this activity will be the collection and analysis of existing controls affecting the occupancy and maintenance of dwellings and an analysis of administrative and enforcement problems. This will include the collection of data on such controls as subdivision, zoning, health, building and safety standards.

A major part of the work during this stage and throughout the study will be conducted in Ontario. However, study techniques will be tested throughout the life of the study by the use of questionnaires to planning officials in the other nine Provinces who may gather information similar to that being gathered in Ontario for their own provinces.

One of the major emphasis during the study will be on the problems of administration and enforcement. Much valuable assistance on this aspect of the problem is expected from such cities as Toronto, Windsor and Ottawa in Ontario which have adopted minimum standard by-laws through special legislation. To gain the maximum benefit of the many areas of special interest which a study of this nature touches upon, a carefully developed programme of committees will be utilized.



On April 21st, the Minister of Planning and Development forwarded to all municipal clerks a copy of his Press Release announcing the study, together with a covering letter requesting information on such problems as the study will deal with. To date there have been many replies. However, Planning Boards and Councils and other groups are urged to contact the Department through the Community Planning Branch with any information they feel might be helpful or with questions bearing on the subject.

#### ● AREA PLANNING IN LINCOLN AND WELLAND COUNTIES

Planning in Lincoln and Welland Counties was discussed at a meeting of representatives of planning boards and councils, Niagara Regional Development Association, Community Planning Branch and others at a meeting in St. Catharines on May 29th.

Approximately 40 persons attended the meeting which was sponsored by the Niagara Falls and Suburban Planning Board. Mr. E.A. Thomas, Chairman of the Board, presided.

As a basis for discussion, Mr. W.E. Thomson of the Community Planning Branch described the various surveys which had been carried out by the Branch in the Niagara Peninsula and the meaning of the surveys relative to the problem of defining logical planning areas. Mr. Thomson pointed out that no maximum or minimum size limits for planning areas were set out in The Planning Act, 1955, but it was the practice of the Department to require that planning areas be based on studies which would indicate that the area was reasonably homogeneous and administratively functional.

The mere defining of a large planning area, even though most logical in its size, would not eliminate problems associated with the retention of the best fruit land and the best industrial sites, canal tolls, traffic congestion, industrial expansion or municipal assessment. The formation of larger, logically formed, planning areas could assist in coping with such problems only if municipal authorities and others responsible for and interested in the area were able to work together and reach agreement on area-based problems and proposals.

Mr. Thomson showed that there were already a considerable number of organizations in the Peninsula with interests extending throughout various municipalities: conservation authorities, joint planning boards, Niagara Regional Development Association, county and suburban road commissions, district high school boards and district health units.

Maps depicting the spread of urban development, traffic flow along major roads, retail trade areas, and labour supply areas all indicated the fallacy of considering individual municipalities as isolated entities and emphasized that most problems had to be tackled on a wider geographic basis.

Discussions on various aspects of planning organization and administration at a

county level were led by Mr. Graham Adams and Mr. J.O.E. Pearson, both of the Community Planning Branch.

Unanimously endorsed was a resolution asking that the Regional Development Association form a representative committee to look into the implications of larger planning areas in Lincoln and Welland Counties.

#### ● NORMAN KEEFER HONOURED ON RETIREMENT

Norman Keefer, a pioneer staff member of the Community Planning Branch, was honoured on his retirement from the Ontario Civil Service at a gathering of friends and colleagues at the Lord Simcoe Hotel in Toronto on April 30.

An architect and planner, Mr. Keefer had been in charge of the Zoning Section since joining the Branch in 1946. Born in Clinton, Ontario, he attended Toronto schools, matriculating from Upper Canada College. After graduating in architecture from the University of Toronto in 1914, he served during the First World War in the Royal Canadian Artillery. Between 1926 and 1932 he was employed with architectural firms in New York engaged in the construction of tall buildings, including the International Telegraph and Telephone Building, the Bankers' Trust Building in Lower Manhattan, the Fuller Construction Co. Building and the Providence Trust, Rhode Island. After returning to Canada, Mr. Keefer worked for a time with the Public Welfare Department of the City of Toronto. A veteran of the Second World War as well as the first, he served as a works and maintenance officer with the Corps of Royal Canadian Engineers from 1940 to 1946. At the war's end, he was briefly in charge of training for the building trades at the Toronto rehabilitation school, now the Ryerson Institute of Technology.

Mr. Keefer is succeeded as head of the Branch's Zoning Section by Graham Adams. Also an architect and planner, Mr. Adams joined the Branch in 1955, after graduating in 1952 from the University of Toronto and working with architectural firms in Toronto and Ajax. He has since been employed in the Subdivision, Official Plan, as well as Zoning Sections of the Branch.

#### ● MAYOR OUTLINES URBAN RENEWAL PROGRESS IN WINDSOR

Progress in urban renewal in Windsor since 1954 was described by Mayor Michael Patrick in an address to the 22nd Annual Conference of the Canadian Federation of Mayors and Municipalities held May 31 to June 3 in North Bay.

In addition to a redevelopment project in the central area of the city, now in the land acquisition stage, the city has undertaken various measures within recent years which, Mayor Patrick said, properly came under the heading of "urban renewal."

These have included: the acquisition, clearance and redevelopment as a civic park, without assistance of the senior governments, of a seven-acre waterfront area formerly occupied by obsolete commercial buildings; the construction of new public buildings, including a city hall, municipal courts building and a civic auditorium and convention building; the appointment of a city planner; the adoption of a minimum standards housing code; and the conducting of an urban renewal study, completed in April, 1959.

The central area redevelopment scheme now under way proposes low rental public housing on half of a 40-acre site now occupied by obsolete housing, commercial and industrial buildings, and civic, institutional and private commercial development of the remainder. The portion to be developed for housing purposes will provide accommodation for some 300 families. Proposals for the second phase are being developed by the Planning Board and include a parklike esplanade to be constructed from the new City Hall to the Detroit River.

The city is also interested in the rejuvenation of an area forming part of the central business district and lying outside of the defined redevelopment area, where it has been proposed that an existing commercial street should be converted into a pedestrian mall.

#### ● DEPARTMENTAL COMMITTEE ON PLANNING HOLDS NORTHERN HEARINGS

A five-man departmental committee named by the Minister of Planning and Development "to investigate every phase of planning in Northern Ontario" recently completed hearings at the Lakehead and North Bay.

The committee's assignment is to "assess and report on economic problems pertaining to Northern Ontario, to receive suggestions and representations from representative groups and to act in a continuing liaison between these groups and the Ontario Government."

Members of the committee include: F.J. Lyle, consultant to the Department of Planning and Development, chairman; D.E. Holland, assistant to the director, Trade and Industry Branch; D.F. Taylor, chief planner, Community Planning Branch; H.F. Crown, supervisor of field officers, Conservation Branch; C.T. Armstrong, assistant director, Housing Branch.

At sittings held in Port Arthur and Fort William April 28 to May 1 and in North Bay May 19 to May 22 the committee received submissions on a wide range of topics, including transportation and freight rates, housing, farm and marketing problems, support for existing industry, tourism, and the mining and forest industries. Briefs were presented by representatives of associated and local Chambers of Commerce, business, industrial and other organizations.



## ● ONTARIO BROADENS REDEVELOPMENT POLICY

Last September the Premier of Ontario, the Honourable Leslie M. Frost, Q.C., announced that the Provincial Government would contribute 25% toward the cost of acquiring and clearing built-up areas selected by a municipality for redevelopment through public action and public financial assistance. The purpose of the Province entering the field of assisting in redevelopment, the Premier stated, was its long-standing interest in improving housing conditions. A condition of the September announcement was that the cleared site be re-used for public housing purposes.

On April 21, 1959, the Premier announced that this new policy of assisting municipalities entering the redevelopment field would be broadened by removing the condition that the end use of the cleared area be for public housing purposes.

The Provincial policy now parallels that of the Federal Government as expressed through the National Housing Act, 1954, as amended. The primary purpose of both governments in entering the field of financial assistance in redevelopment projects is still the improvement of housing conditions.

Under the present policy, the improvement of housing conditions through redevelopment may take the form of:

The removal of bad housing - slums

or

The addition of new housing

or

A combination of the two.

This means that under the National Housing Act, 1954, and the recently announced policy of the Provincial Government, a municipality may clear a substandard housing area with the cost of acquiring and clearing the area shared 50% by the Federal Government, 25% by the Province and 25% by the municipality and dispose of the area for industrial, commercial, park, institutional or any other use in harmony with the municipality's Official Plan of development. On the other hand, a municipality may clear a substandard commercial or industrial area and dispose of the area to an agency for housing purposes, again in harmony with the municipality's Official Plan of development. In both cases, the proceeds or revenue from the disposal of the cleared site will be shared on the same proportionate basis. It does not mean that financial assistance will be given to redevelop a rundown commercial area to a new commercial area.

Redevelopment is a term that describes a specific method of achieving urban development through the acquisition and clearance of built-up areas for a wide variety of purposes.

Redevelopment in this sense is, and has been for centuries, going on every day in every city and town all over the world. The bulk of this is done by private enterprise in the normal course of economic development or expansion. A great deal, however, is done publicly through the construction of new roads, street widening, schools, parks, civic squares, parking lots and so on.

Public redevelopment denotes public action through such specific acts as the acquisition, clearance and development by the municipality through its various civic departments, boards and authorities. The power to take such action is contained in certain specific and general laws passed by the Provincial Legislature. The broadest powers to redevelop are contained in The Planning Act, 1955. Public redevelopment may also denote not only public action but public funds in the form of grants or contributions for special purposes. Grants for education, and roads are examples. Grants for the improvement of housing conditions are another example.

Redevelopment, or the acquisition and clearance of built-up areas, is a costly and drastic step for a municipality to take. It is imperative, therefore, that the most careful planning take place before a final decision is reached to embark upon a project costing millions of dollars, both in acquisition and in reconstruction. For this reason, before any financial assistance will be given, the Federal and the Provincial Governments have established the following general pre-requisites:

- (1) An Official Plan legally adopted by the municipality under the provisions of The Planning Act, 1955.
- (2) Detailed area studies, including a draft plan and programme of redevelopment, covering:
  - (a) Land use and building condition;
  - (b) Population data;
  - (c) Estimates cost;
  - (d) Assurance of financing (including Federal and Provincial participation);
  - (e) A relocation programme;
  - (f) Programme, or staging, of acquisition;
  - (g) Disposal for reconstruction purposes;
  - (h) Evidence that prevention and improvement measures will be taken to improve housing conditions elsewhere in the community.

For two years the Community Planning Branch of the Department of Planning and Development has offered guidance on Urban Renewal, and on redevelopment in particular, through its Redevelopment Section. Complete information and assistance regarding redevelopment or a 25% contribution by the Province for redevelopment projects may be obtained by contacting Mr. J.F. Brown, Redevelopment Officer.

The Housing Branch, by virtue of its extensive experience in conducting housing surveys and its contact with local Housing Authorities, can also provide useful service to a municipality undertaking redevelopment.



To those interested in public housing and particularly those involved in the Federal-Provincial operation, the additional assistance now available for re-development projects may mean a more active role in helping the municipality in a relocation programme.

● BOOK REVIEW

"Urban Planning and Municipal Public Policy," Donald H. Webster, Harper & Bros., 1958, New York, N.Y. \$10.00

This is a most comprehensive approach to the subject of Urban Planning and Municipal Public Policy. The text has been deliberately organized so that the elementary information "may complete the picture of the scope and nature of the planning function for those without extensive professional experience", while the more technical deliberations "have been included because of their interrelation with subject matter commonly associated with planning and in order to provide a background for understanding the organization, powers, processes and overall policy."

Throughout this work, the author places the democracy of local government as the paramount issue, with planning for better communities being the result of "human interaction, understanding and participative support." The planning process can only be effected with full knowledge of the structure and legal devices of local government but "the success of the program requires that more attention be paid to people than to the mechanics of planning." There is much emphasis regarding the positive value and contribution of citizen groups. There are also interesting discussions about the problems of local government, the use of larger jurisdictions such as counties and metropolitan areas for planning purposes, the role of the planning agency, and the importance of relating financial planning to physical development. Matters of a technical nature in many instances are documented by complete references.

The book has great scope, and in addition to structure and procedures, discusses in some detail the whole cycle of development from subdivision to urban renewal. For example, referring to the causes of blight the author states:

"It is associated with such conditions as inadequate light, poor ventilation, insufficient privacy, inadequate yard and play space, excessive noise and dirt, and many other factors which produce unsatisfactory living conditions. Another factor has been the development of lots which are too small to permit sufficient open spaces for children to play and which do not provide adequate light and air. The overcrowding of land with buildings and people is a major factor contributing to blight."

Similarly in dealing with subdivisions and lot sizes, Professor Webster, with



supporting reference, recommends:

"That the minimum width for residential lots should be at least 60 or 70 feet at the building line. Lots which are too narrow necessitate the construction of narrow houses, with poorly arranged living space and with narrow side yards, which frequently do not provide light and air. Usually, lots of 100 feet to 125 feet are adequate. Area requirements of lots for detached single residences should not be less than 6,000 square feet and preferably 8,500 square feet for ranch type dwellings."

Recognizing planning as something which is alive and moving, the author stresses the need for research in new methods and techniques, research of a social science nature concerning convenience, comfort, aesthetics and particularly research in social values and intangible influences which affect the mode of living.

#### ● BRIEFLY NOTED

##### Planning Areas and Boards

On April 3, 1959, the Minister defined the Oxford-on-Rideau & Kemptville Planning Area as a joint planning area. It consists of the Village of Kemptville and part of the Township of Oxford-on-Rideau.

On May 21, 1959, the Minister defined the Township of Portland as a single independent planning area.

Newly appointed secretary-treasurers of planning boards include:

Noel Dant, Neebing Planning Board; C.O. Carlson, Chapleau Planning Board; R. Berg, City of Waterloo Planning Board; Merl Servos, St. Catharines Planning Board; John Legge, Brantford and Suburban Planning Board; F. William Truman, Preston Planning Board; Joseph Lacy, Malden Planning Board; Albert S. Reid, Town of Niagara Planning Board; A. MacWilliam, Twp. of East York Planning Board; Fred Marsh, Plympton Planning Board; Mrs. F.G. Bourne, Streetsville Planning Board; W.A. MacArthur, Central Prince Edward Planning Board; K.W. Mann, Town of Alliston Planning Board; H.S. Pearce, Township of Pickering Planning Board.

Newly appointed or re-appointed to membership on planning boards were:

Arnold Robson, Herbert Campbell, J.D. MacDonald, and Dr. W.A.L. MacDonald, Trenton & Suburban Planning Board; M.J. Werry, A.R. Gillott, J.A. Lockhart, H.E. Budd, W. Illbury, J. Cheaney, R.C. Virtue, J. Kanyandyk, J.R. Hargreaves, R. Karn, H. Finlayson, G. Sandick, Woodstock & Suburban Planning Board.

### Committees of Adjustment

Newly appointed secretary-treasurers include:

Alfred R. Davey, City of Windsor Committee of Adjustment; John Legge, City of Brantford Committee of Adjustment; F. William Truman, Preston Committee of Adjustment; J.M. Brown, Richmond Hill Committee of Adjustment; J.L. Collinson, Village of Chippawa Committee of Adjustment.

Newly appointed or re-appointed to membership on committees of adjustment were:

J.A. Moore, D.N. Moore, Grant McDonald, Town of Orangeville Committee of Adjustment; Thomas Millway, W.D. Ferguson, Gordon Link, Homer Lockhart, Clayton Thomas, City of Sarnia Committee of Adjustment; George Marshall, Thomas Stark, Albert Murray, Township of Moore Committee of Adjustment; H.S. Taggart, Garfield Hudson, Donald Evans, Township of London Committee of Adjustment; Frank Hatnick, G.Y. Mason, Judge J. A. Legris, City of Windsor Committee of Adjustment.

### ● COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Who</u>
June 17-19	American Planning and Civic Assoc., Annual Meeting.	Civic Auditorium, Memphis, Tenn.	Charles A. Pheland, Executive Director, 901 Union Trust Bldg., Washington 5, D.C.
July 26-30	American Institute of Planners.	Olympic Hotel, Seattle, Washington.	W.C. Dutton, Jr., Executive Director, Suite 410, 2400 16th St. N.W., Washington 9, D.C.
Sept. 6-9	International Federation for Housing and Planning, Annual Meeting.	Perugia, Italy.	Dennis O'Harrow, American Society of Planning Officials, 1313 E. 60th, St., Chicago 37, Ill.
Sept. 14-17	Institute of Traffic Engineers.	Hotel Commodore, New York, N.Y.	David M. Baldwin, Executive Secretary, 211 Stratchona Hall, New Haven, 11, Conn.

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Who</u>
Sept. 13- 17	Community Planning Association of Canada, National Planning Conference.	Sheraton - Mount Royal Hotel, Montreal, Canada.	Miss J.M. Laventure, Secretary-Treasurer, C.P.A.C., 77 MacLaren St., Ottawa, Ontario.
Sept. 24- 27	American Institute of Park Executives, Annual Conference.	Benjamin Franklin Hotel, Philadelphia, Pa.	Alfred B. LaGasse, Executive-Secretary, 143 S. Lincoln, Aurora, Ill.
Sept. 28- Oct. 2	National Recreation Congress, Annual Meeting.	Hotel Morrison, Chicago, Ill.	Willard B. Stone, Secretary, 8W. 8th St., New York, N.Y.
Oct. 18- 21	N.A.H.R.O. Annual Convention	Netherland- Hilton Hotel, Cincinnati, Ohio.	John D. Lange, Executive-Director, 1313 East 60th St., Chicago 37, Ill.



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ONTARIO PLANNING

NEWSLETTER

# ONTARIO PLANNING

June-July, 1959 - Vol 6 No. 6

## ● IS URBAN RENEWAL ONLY FOR BIG CITIES?

A good many people identify the need for urban renewal with big cities. Nearly all of those who are interested in some form of urban development would agree, for example, that Toronto could use urban renewal; a few would extend their agreement to cities the size of Ottawa, Hamilton and Windsor; some would include Sudbury, Kingston, Sault Ste. Marie and London. Beyond this, however, the interest drops off.

The association of urban renewal with big cities is to a large extent based on misconceptions. Chief among these is the assumption that slums, or slum clearance, are the only basis of an urban renewal programme. The same people who make this assumption also generally assume that slums are confined to the larger cities.

As we have attempted to point out in earlier articles, urban renewal is a co-ordinated program of public and private action designed to facilitate the highest level of maintenance and development in the community, regardless of size.

A frequent comment by those who live in the smaller centres - centres of say 100,000 down-is that "we have no slums". While such communities may well have marginal or substandard areas, it is probably true that there are no comparable slum areas to those to be found in the larger cities either in Canada or in the United States. If slum clearance is equated with Urban Renewal, then this attitude is a correct one. On the other hand, most urban communities, regardless of their size and unless they have been carrying on some form of maintenance and development programme for the downtown area, do have marginal areas that are economically and socially inefficient.

There is also a variety of other aspects to the urban renewal concept that apply to the smaller city as much as to the larger city and, in fact, may play an even more important part.

First, there is the downtown or main street which, in a smaller community, is often more important than in the larger one because of its relationship to a large rural hinterland. Such a centre serves a number of needs on a social and economic basis and as such plays an important role. In an age characterized by an increase in communication, such focal points as main streets in smaller communities can be expected to play even more important roles.

## DEPARTMENT OF PLANNING AND DEVELOPMENT

### COMMUNITY PLANNING BRANCH

454 UNIVERSITY AVENUE

HON. W. M. NICKLE, Q.C., MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

TORONTO 1, ONTARIO

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT

The fact that urban renewal is not limited to larger centres is amply illustrated by American experience. There, the Federal Urban Renewal Agency publishes a pamphlet outlining the procedure for developing a workable programme in communities of less than 5,000 population. The workable programme in the United States is required by Federal law, before Federal financial assistance is granted. It consists chiefly of seven mandatory items; codes and ordinances; comprehensive community plan; neighborhood analyses; administrative organization; financing; housing for displaced families; and citizen participation. In a recent analysis of 360 urban renewal projects in the United States, well over one-third were in communities of less than 50,000 population; 42 of the projects were in cities of under 10,000 in population. According to the report the adaptability of urban renewal techniques to cities of all sizes is one of the major strengths of the programme. As the programme matures, more and more small communities are discovering that urban renewal offers them the opportunity to revitalize the rundown area across the tracks or down on, say, South Main Street. In the state of Tennessee, for example, there were 7 cities of less than 10,000 in population that were participating in an urban renewal programme. One city with slightly more than 5,000 people had two projects under way, while another city had a population of less than 2,000. Such communities as these are pioneering in urban renewal techniques that will benefit small communities throughout North America.

While it is true that comparison between the State of Tennessee and the Province of Ontario is a difficult one to make, it does indicate that where the desire exists to examine the total urban community and to prepare a programme of maintenance and development, there is every possibility of it being carried out regardless of the size of the community involved.

In Ontario, quite a number of municipalities have either already embarked upon urban renewal studies or are considering doing so. Others are attempting to make use of renewal ideas, such as the introduction of pedestrian malls, and off-street parking areas, without reference to a comprehensive urban renewal context.

Smaller communities in Ontario have grown rapidly over the past 10 years. According to our predictions of growth in this Province for the next 20 years, an even greater rate of growth may be expected, particularly in these smaller communities within the sphere of influence of the major urban concentrations.

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Regardless of whether or not the growth takes place as anticipated, the need for the prevention of blight and urban decay is great and the opportunity is present to take preventive steps. In the smaller community, it is conservation or by-law enforcement, together with some degree of rehabilitation, that can be used to the greatest advantage.

Signs of deterioration and blight can be detected more easily in the smaller community than in the large one and measures to check them can be initiated well in advance.

Even if there are no signs present, it is possible for the smaller community to learn from the experience of other communities and to know the factors that lead to blight and ultimately to expensive redevelopment. Such factors can be identified and preventive measures taken.

#### ● A.L.S. NASH ELECTED PRESIDENT OF TOWN PLANNING INSTITUTE OF CANADA

A.L.S. Nash, Director of the Community Planning Branch, was elected president of the Town Planning Institute of Canada at the organization's annual meeting held in June in Fredericton, N.B.

Mr. Nash joined the Department in 1945, shortly after its establishment, and was named director in 1955.

Commencing professional work as an Ontario Land Surveyor in 1915, he later graduated in 1922 in civil engineering from the University of Toronto. In 1924, he was on the staff of the St. Lawrence Waterway. Between 1925 and 1939, he worked in private practice on subdivision and development work in the Detroit area, and as County Engineer to the County of Haldimand. A veteran of both world wars, Mr. Nash was retired as a colonel in 1945. He is the holder of the O.B.E. and the M.M.

Honorary life memberships for exceptional contributions in the field of town planning were conferred on A.E.K. Bunnell, consultant to the Ontario Department of Planning and Development, and Cecil Burgess, former city architect and head of the architecture department at the University of Alberta, Edmonton.

A graduate in civil engineering from the University of Toronto in 1907, Mr. Bunnell has since pursued a career in which he has played roles in many fields. Commencing as assistant to the city engineer of Brantford, he was engaged for a number of years, both before and after the First World War, in electric and steam railway and municipal engineering in various parts of Ontario, and also in Manitoba and Saskatchewan. He served as office and field engineer in charge of the Federal Plan Commission studies of Ottawa and Hull when the first comprehensive studies for planning the national capital were made in 1914. After entering private engineering practice in 1920, Mr. Bunnell acted as managing engineer for the Toronto Civic Guild, a pioneer citizen's organization interested in city planning. As a partner from 1923 to 1938 in the firm of Wilson and Bunnell,



consulting engineers, he carried out extensive work for the cities of Brantford, Hamilton, Niagara Falls, North Bay, Saskatoon, Prince Albert and others. Mr. Bunnell also served as convenor of the advisory technical committee of the Toronto City Planning Board and later, from 1942 to 1947, as executive director of the Board. In 1944, at the request of the first Minister of Planning and Development for Ontario, now His Lordship Chief Justice Dana Porter, Mr. Bunnell was appointed consultant to the Department of Planning and Development and was largely responsible for the organization of the Community Planning and Housing Branches of that Department.

Other regular officers elected at the meeting, in addition to Mr. Nash, were: Murray Zides, town planning officer for the City of Saint John, first vice - president; Eric W. Thrift, Metropolitan Planning Commissioner, Winnipeg, second vice-president; and Hugh T. Lemon, planning secretary, Toronto Board of Trade, secretary-treasurer.

#### ● J.F. BROWN NAMED REDEVELOPMENT OFFICER

Appointment of John F. Brown as redevelopment officer was announced June 8 by the Hon. W.M. Nickle, Q.C., Minister of Planning and Development.

Mr. Brown's appointment follows the announcement in April by Premier Frost that the Province would broaden the basis of its 25 per cent contribution toward the cost of acquiring and clearing areas for redevelopment by removing the previous requirement that the land be re-used only for public housing purposes.

Mr. Brown's duties will include the streamlining of procedures stemming from the new policy. He will direct preliminary planning studies, applications for approvals of redevelopment by-laws and applications to acquire, clear, hold and dispose of land under the Redevelopment Section of the Planning Act.

Mr. Brown, associated with the Federal-Provincial Partnership Housing Programme from its beginnings, is a graduate of the Toronto School of Social Work and the University of Toronto Regional Planning Course. He has been with the Ontario Government in both the public housing and community planning fields since then. For the past two years, he has been with the Community Planning Branch of Planning and Development, dealing with redevelopment under the 1955 Planning Act.

#### ● URBAN SUBDIVIDING CONTINUES BRISKLY DURING FIRST HALF OF 1959; DROPS NOTED IN SUBURBAN, RURAL AND RESORT AREAS; DRAFT PLANS UP

Subdividing in Ontario continued at a brisk pace during the first six months of 1959 in URBAN areas of the Province.

. . . URBAN\*

The total land area subdivided by some 177 URBAN plans approved for registration between January 1 and June 30, 1959, was 3,735 acres, compared with 3,739 acres in the first half of 1958, 3,039 in 1957, 5,152 in 1956 and 3,874 in 1955. Proposed single family lots contained in plans approved during the first half of 1959 totalled 10,924, compared with 9,455 during the first six months of 1958, 8,682 in 1957, 15,968 in 1956 and 11,862 in 1955.

Acreage and number of lots proposed for two and multi-family use showed some increases over previous years. Plans approved to the end of June contained 613 proposed two-family lots and 171 multi-family lots, more than half of which were contained in plans approved in the Metropolitan Toronto Planning Area.

. . . SUBURBAN, RURAL and RESORT

Acreage and lot totals in SUBURBAN and RURAL areas of the Province were considerably lower at mid-1959 than at the same point in any previous year since 1955. To the end of June, 1959, the total SUBURBAN area subdivided was 513 acres, compared with 703 acres at mid-1958, 937 acres in 1957, 1,356 acres in 1956 and 1,290 acres in 1955. Subdividing in RURAL areas fell off even more sharply, with a total of 532 acres subdivided to the end of June, 1959, compared with 1,069 during the same period in 1958, 1,428 in 1957, 1,459 in 1956 and 1,695 in 1955.

The general decline in both SUBURBAN AND RURAL subdividing over the past four and a half years reflects the stepped-up programs of water and sewerage installation undertaken by local municipalities, many of which have entered into agreements with the Ontario Water Resources Commission, as well as the increasingly restrictive attitude of Central Mortgage and Housing Corporation and other agencies concerning the use of septic tanks.

RESORT subdividing, which has increased steadily in recent years, showed some decline in the first six months of 1959 over the same period in 1958, with a total of 1,675 acres subdivided and 1,705 lots created, compared with 2,275 acres and 2,548 lots a year ago.

. . . Metropolitan Toronto Planning Area

Subdividing activity in the Metropolitan Toronto Planning Area roughly paralleled activity in the Province as a whole during the first half of 1959. The total URBAN acreage subdivided to the end of June was 1,370, compared with 1,362 a year ago, 622 in 1957, 1,701 in 1956 and 2,248 in 1955. The number of proposed URBAN residential single family lots was also slightly greater at mid-1959 - 3,750 compared with 3,446 in 1958, 1,480 in 1957, 6,421 in 1956 and 7,594 in 1955. As noted above, subdividing for two-family and multi-family purposes increased substantially in the first half of 1959, especially in the Metro area. A total of 105 acres were subdivided for multi-family purposes and 359 two-family and 87 multi-family lots created during the first half of 1959.

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\* The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only; RURAL - neither municipal water nor sewer (year round use); RESORT - summer resort. Subdivision figures refer only to plans of subdivision submitted for approval in accordance with Section 26 of The Planning Act. They do not include lots created by planning board or by ministerial consent, or otherwise by metes and bounds description. St. Lawrence Seaway re-location plans are also excluded.

. . . New draft applications

Both the numbers of and the total acreage and lots contained in new draft plans of subdivision submitted during the first half of 1959 have shown considerable increases over the two previous years.

The number of new draft plans of subdivision submitted for approval in the first half of 1959 was 620, compared with 539 during the same period last year, 467 in 1957, 725 in 1956, 656 in 1955 and 598 in 1954.

The total URBAN area proposed for subdivision in draft plans submitted to the end of June was 9,642 acres, compared with 3,842 in 1958 and 5,854 in 1957. The number of proposed single family lots contained in these plans was 27,994, compare with 11,139 in the first half of 1958 and 14,795 in 1957. Proposed two-family lots totalled 2,403, compared with 468 in 1958 and 491 in 1957. URBAN area proposed for multi-family use (apartment and row house) was 364 acres, compared with 108 in 1958 and 139 in 1957. Just under half the proposed single family lots and well over half of the proposed two-family and multi-family lots were contained in plans from the Metropolitan Toronto Planning Area.

SUBURBAN and RURAL acreage and lot totals for the first half of 1959 were slightly below figures for the same period in 1958 and 1957. RESORT applications, however, were considerably higher, with a total of 4,220 acres proposed for subdivision, compared with 2,489 in 1958 and 3,537 in 1957. Acreage and lot totals for draft plans are not available for 1956 and previous years for comparison.

● PLANNERS IN PROFILE

New full-time planning staff appointments announced recently include Conroy G. Dowson, planning director, Niagara Falls and Suburban Area Planning Board, and Alan McWilliam, director of planning, Township of East York.

A graduate in honors geography four years ago from the University of Toronto, Mr. Dowson was previously employed for two years as a planner with the North York Township Planning Board and for a year as zoning administrator with the Township of Scarborough. He recently completed the one year diploma course in town and regional planning offered by the University of Toronto School of Architecture.

Mr. McWilliam is a Scottish trained architect and planner. After graduating in 1945 from the Edinburgh College of Art, he was employed for a number of years in new town, county and regional planning both in Scotland and in England, including redevelopment work in the bombed City of Coventry. After coming to Canada, he was employed for three years with the City of Toronto Planning Board, before taking up his present post.



PRIVATE ENTERPRISE IN CITY BUILDING C.P.A.C. CONFERENCE THEME

The role of private enterprise in city building has been chosen as the theme of the 1959 annual conference of the Community Planning Association, to be held September 13 to September 16 in Montreal.

Topics to be discussed include: Lessons to be learned from recent experience in redevelopment; planning for mass movement in the metropolis; public interest and private rights in land use control; and mental health and city living.

Periodicals

1. Journal of The American Institute of Planners

May 1959, Vol. 25 No. 2, Special Issue  
\$1.50 a copy, University of California,  
Dept. of City and Regional Planning,  
Berkeley 4, California.

Land Use and Traffic Models: A Progress Report. Special Issue  
edited by Alan M. Voorhees

The Nature and Uses of Models in City Planning  
-A.M. Voorhees

Are Land Use Patterns Predictable?  
-Hans Blumenfeld

Predicting Chicago's Land Use Pattern  
-John R. Hamburg and Roger L. Creighton

How Accessibility Shapes Land Use

-Walter G. Hansen

The Economic Forces Shaping Land Use Patterns

-Arthur Row and Ernest Jurkat

Forecasting Traffic for Freeway Planning

-Wm. B. Calland

A Method for Predicting Urban Travel Patterns

-Howard W. Bevis

Transit vs. Auto Travel in the Future

-James Booth and Robert Morris

Data Processing for City Planning

-R.L. Creighton, J.D. Carroll, Jr., and  
Graham S. Finney

2. Traffic Quarterly

April, 1959, The Eno Foundation for Highway Traffic Control,  
Saugatuck, Connecticut. No Charge.

Can Cities Survive Automobile Age? New Haven Used as a Test Case

The Garden State Parkway's Economic Impact in New Jersey

Zoning Related to General Programs for Parking Relief

Nashville's Loading-Zone Policy

Parking Facilities Developed in Merchant-City Programs

Books or Articles

1. Ontario Municipal Board Decisions - 1958

-Dept. of Municipal Affairs  
Parliament Buildings,  
Toronto, Ontario.  
-53 pages, \$1.00

2. City Growth and Urban Land Values

-Paul Wendt  
(reprinted from the April-July '58,  
The Appraisal Journal)  
-The Real Estate Research Programme,  
University of California,  
Berkeley 4, California.

### 3. Jet Airport Planning

#### (a) The Impact of Municipal Airports on the Market Value of Real Estate in the Adjacent Areas

- by Herman O. Walter
- 11 pages
- (reprinted from The Appraisal Journal, January, 1954)

#### (b) Airports for Jets

- 1959, 86 pages plus Bibliography
- \$2.50
- American Society of Planning Officials
- 1313 East 60th St.,
- Chicago, Illinois.
- by John E. Peterson

### ● BRIEFLY NOTED

#### Planning Areas and Boards

On June 24, 1959, the Minister defined the following single independent planning areas:

The Scott Planning Area (Township of Scott); Township of Tiny Planning Area (Township of Tiny); Espanola Planning Area (Town of Espanola); Town of Kincardine Planning Area (Town of Kincardine).

On June 24, 1959 the Minister defined the Town of Hanover as a subsidiary planning area within the Hanover and Suburban Planning Area.

Newly appointed secretary-treasurers of planning boards include:

Mrs. W.G. Johnston, Hespeler; Earl M. Reddick, Oxford-On-Rideau and Kemptville; A.R. Gillott, Woodstock and Suburban; R. Holmquist, Neebing; Lorne Genge, Portland.

Newly appointed or reappointed to membership on planning boards were:

Harold K. Pudney, Peter Bowie, Dr. S. Pigeon, C.E. Smith, D.A. McDonald, G.D. Carmeron, Alios Sauer, H.G. Simpson, Blind River and Suburban; A.J. McQuarrie, E.R. Write, Dr. Peter Gill, Reeve H. Buckley, Lindsay and Ops Township; Norman Bracken (chairman), Benson Lappen (vice chairman). Howard Reynolds, David Merton, Arlie Howie, Lorne Genge, Portland; M.J. Werry, A.R. Gillott, J.A. Lockhart, H.E. Budd, W. Illbury, J. Chesney, R. Virtue, J. Konyndyk, J.R. Hargreaves, R. Karn, H. Finlayson, C.M. Riddle, Woodstock and Suburban.

#### Committees of Adjustment

Committees of Adjustment were recently established in the towns of

Riverside, Wallaceburg and Lindsay.



Membership on these committees is as follows:

John Greene, Clifford Luxton, Edsel Steen, (Wallaceburg); Maurice Armstrong, John Trace, Gordon Nisbet, Ronald Beasley, Douglas Johnson, Ulysses Beaume, (Riverside).

Newly appointed secretary-treasurers of Committees of Adjustment include:

Mrs. Nancy Davis, Belleville; E.L. Veitch, Lindsay.

#### Planning Areas

303 planning areas were in effect as of June 30, 1959, 162 single independent, 82 subsidiary, 59 joint. Ten planning areas were defined in the first six months of 1959.

#### Official Plans

Four official plans have been approved by the Minister in the period January to June 30, 1959, with 49 official plan amendments for the same period.

#### Restricted Area (Zoning) By-laws

Comments to Ontario Municipal Board were submitted by the Minister on 14 overall by-laws, 27 partial by-laws and 247 amending by-laws in the first six months of 1959.

#### Committees of Adjustment

There were 57 Committees of Adjustment in effect as of June 30, 1959. 978 decisions of committees of adjustment were reviewed by the Minister in the first six months of 1959.

#### Area of Subdivision Control By-laws

Thirty-eight by-laws were lodged with the Minister in the first six months of 1959.

#### ● COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
Aug. 23-27	Parks & Recreation Assoc. of Canada	Guild Inn, Scarborough, Ontario.	Mrs. D.C. Owen, Executive-Secretary, 77 Warden Street, Mimico, Ontario.

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
Sept. 9-10	Ontario Dept. of Transport, Road Safety Workshops	Royal York Hotel, Toronto, Ontario.	Dept. of Transport, Parliament Buildings, Toronto, Ontario.
Sept. 13-17	Community Planning Association of Canada, National Planning Conference	Sheraton - Mount Royal Hotel, Montreal Canada.	Miss. J.M. Laventure, Secretary-Treasurer, C.P.A.C., 77 MacLaren Street, Ottawa.
Sept. 20-24	American Institute of Park Executives, Annual Conference	Benjamin Franklin Hotel, Philadelphia, Pa.	Alfred B. LaGasse, Executive-Secretary, 143 S. Lincoln, Aurora, Ill.
Sept. 28 -Oct. 2	National Recreation Congress, Annual Meeting	Hotel Morrison Chicago, Ill.	Willard B. Stone, Secretary, N.R.C., 8 W. 8th Street, New York, N.Y.
Oct. 18-21	NAHRO Annual Convention	Netherland- Hilton Hotel, Cincinnati, Ohio.	John D. Lange, Executive-Director, 1313 East 60th Street, Chicago 37, Ill.







# ONTARIO PLANNING

Aug.-Sept. 1959, Vol.6, No.7

## ● "FIVE-PERCENT" LANDS - WHAT AND WHY

Since 1947, Ontario legislation has authorised the Minister of Planning and Development to require subdividers to set aside, for public purposes other than highways, land to an amount not exceeding five percent of the land in any plan of subdivision. Originally, such land was to be "dedicated" for public purposes, other than highways, but in 1952 this was changed so that the land is conveyed to the local municipality, rather than dedicated. In the same year, The Planning Act was amended to empower the Minister to authorise a money payment to the municipality in lieu of the conveyance of land, under certain circumstances. The same amendment authorised the sale of land acquired by the municipality under these provisions, subject to the approval of the Minister, and also introduced provisions governing the custody and expenditure of the funds obtained by municipalities as "cash in lieu" or as the proceeds of sales of five-percent land.

The present statutory provisions, as slightly amended this year, are found in subsections 5, 6, 7, and 8 of section 26 of The Planning Act, 1955. These subsections read as follows:

(5) The Minister may impose such conditions to the approval of a plan of subdivision as in his opinion are advisable and, in particular but without restricting in any way whatsoever the generality of the foregoing, he may impose as a condition,

- (a) that land to an amount determined by the Minister but not exceeding 5 per cent of the land included in the plan shall be conveyed to the municipality for public purposes other than highways or, if the land is not in a municipality, shall be dedicated for public purposes other than highways;
- (b) that such highways shall be dedicated as the Minister deems necessary;
- (c) when the subdivision abuts on an existing highway, that sufficient land, other than land occupied by buildings or structures, shall be dedicated to provide for the widening of the highway to such width as the Minister deems necessary; and
- (d) that the owner of the land enter into one or more agreements with the municipality dealing with such matters as the Minister may consider necessary, including the provision of municipal services. 1955, c. 61, s. 26 (5); 1959, c. 71, s. 4 (1).

## DEPARTMENT OF PLANNING AND DEVELOPMENT

### COMMUNITY PLANNING BRANCH

454 UNIVERSITY AVENUE

HON. W. M. NICKLE, Q.C., MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

TORONTO 1, ONTARIO

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT

(6) Where the land is in a municipality and an official plan, indicating the amount and location of the land to be ultimately provided for public purposes, is in effect in the municipality, the Minister may authorize, in lieu of the conveyance for public purposes other than highways required under subsection 5, the payment to the municipality of a sum of money not exceeding the value of 5 per cent of the land included in the subdivision.

(7) Land conveyed to a municipality under subsection 5 shall be held and used by the municipality for public purposes, but may be sold with the approval of the Minister.

(8) All moneys received by the municipality under subsection 6, and all moneys received on the sale of land under subsection 7, shall be paid into a special account and the moneys in such special account shall be expended only for the purchase, with the approval of the Minister, of land to be held and used by the municipality for public purposes, and may be invested in such securities as a trustee may invest in under *The Trustee Act*, and the earnings derived from the investment of such money shall be paid into such special account, and the auditor in his annual report shall report on the activities and position of the account.

Questions are frequently asked as to the purposes of the five-percent provisions and as to the uses to which the land obtained by a municipality under these provisions should be devoted. The Act does not go into any great detail in indicating the purpose of the provisions or the intended use of the land. Subsection 5(a) of section 26 indicates that the land is to be conveyed to the municipality "for public purposes other than highways", while subsections 7 and 8 refer to "land to be held and used by the municipality for public purposes." Subsection 6 refers to the payment of a sum of money "in lieu of the conveyance for public purposes other than highways". Occasionally reference is made in correspondence addressed to the Community Planning Branch to land for "municipal purposes". This expression is not found anywhere in section 26 of the Planning Act, 1955.

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While the Act is general in regard to the use of the lands acquired by a municipality under the five-percent provisions, it is usually accepted that the lands should be devoted to parks or some other form of recreational or public open space. Similar provisions apply in many communities in the United States, several of which specify that the land is to be used for park or other recreational purposes and some of which can require as much as 10% of the area. Public open space should be regarded as being as essential an element in a newly developing area as sites for schools and other public purposes, but unfortunately there have been a great many instances in the past when park areas have not been provided in new subdivisions at the time the subdivision was made. When such subdivisions are built up and



occupied by the people who need public open space, the lands that might have been available for this purpose are completely developed or at least developed to such a degree that the costs of acquiring lands and demolishing buildings usually deter municipalities from taking this action. As a consequence, there are many parts of our cities and towns that do not have adequate public open space. This has the effect of depriving the people who live in these areas of a desirable amenity and a necessary facility, and it is well known that one of the factors that lead to deterioration of urban neighbourhoods is lack of adequate public open space.

It is sometimes suggested that the land acquired by a municipality under the five-percent provisions should be available for use as sites for schools, libraries, fire halls, municipal offices, or other types of public building. To follow this course, however, would reduce the amount of lands available for public open space, unless the resulting deficiency is made up in some other way. Legislation already exists for acquisition by municipalities, school boards, library boards, and other similar agencies of land for various types of public building. Of course, there is also legislation for municipalities to acquire land for public parks, but financial and other considerations often result in the deferring until too late of the acquisition of land for park purposes.

As to the view that lands acquired by a municipality under section 26 can be transferred to a school board for uses as school sites, subsections 7 and 8 require that the land be held and used by the municipality for public purposes. Some authorities contend that, as school boards are separate corporate entities, the requirements of the statute are not satisfied if the land is held and used by a school board.

Under the present policy, expenditures by municipalities of funds under subsection 8 for the purchase of land for public purposes are approved only where the land is to be used as public open space and not for school or other similar municipal purposes.

It is not considered that the land acquired by municipalities under the five percent provisions will be adequate to meet all of the public open space requirements of the community. Various methods of establishing the amount, type, and location of public open space have been developed by planning and recreational authorities, and in any given community a definite policy should be worked out to ensure that public open space is provided in satisfactory amounts and in appropriate locations. This policy should normally be included in the official plan. Some of the land required may be obtained through the five-percent provisions, but in a growing community it will usually be necessary to supplement this land by land acquired in other ways.

Sometimes those whose duty it is to deal extensively with subsections 5, 6, 7, and 8 of section 26 seem to become preoccupied with sales and purchases of land by municipalities and with the acceptance of money payments in lieu of the conveyance of land. This must not be permitted to obscure the fact that the underlying purpose of these subsections is to obtain at least a minimum amount of land as public open space in new plans of subdivision. Children cannot play on ledger entries. While the obtaining of a suitable distribution of such public open space



will often necessitate sales, purchases, and exchanges of parcels of lands, the fundamental provision of these subsections is the authority for the Minister to require the reservation of public open space in new subdivisions.

Parks and other public open space should be carefully integrated into the design of the areas they are to serve if they are to perform their function effectively, if they are to be brought into a harmonious relationship with other uses of land, and if certain economies in land, and services are to be effected. Obviously, this integration can be achieved most successfully at the time that the pattern of development for the area is being decided. Where the planning board and the municipal council have produced an official plan that indicates the desirable development of the area and shows, at least in general terms, the amount and location of land required for open space within it, both the subdivider and the planning board have a much easier task in determining in detail how much park is required in any new plan of subdivision submitted for approval, where these parks should be located, and how they should be integrated into the design of the area.

The history of some plans of subdivision that have been developed in Ontario over recent years would seem to indicate that municipalities are occasionally persuaded to accept for public purposes lands that are low and swampy or otherwise not profitable for the subdivider to develop. This is not a satisfactory method of selecting parks, of course, as various types of recreation demand certain characteristics of location and terrain. Perhaps it is not equitable to insist that the subdivider give up the most valuable site in his development, but under normal circumstances the municipality cannot be criticized for insisting upon receiving land of at least average value within the plan of subdivision..

We hope to be able to include in subsequent issues of ONTARIO PLANNING further articles dealing with lands for public purposes in plans of subdivision, and particularly with the administrative and procedural aspects of dealing with these lands.

## ● ADOPTION OF NATIONAL BUILDING CODE

Prior to 1959, there was no explicit statutory authority for Ontario municipalities to adopt the National Building Code. This situation was changed earlier this year when paragraph 22 of subsection 1 of section 27b of The Planning Act, 1955 was enacted authorising local municipalities to pass by-laws for this purpose. The provisions of this paragraph came into force on March 26, 1959.

If any municipality had purported to adopt the National Building Code before March 26, the validity of this action might be open to serious question unless a new by-law for this purpose has been passed since that date. Municipalities in this situation might be well advised to consult their municipal solicitors on what steps, if any, they should take in this matter.

## ● RECREATIONAL REPORT - ST. LAWRENCE RIVER (ONTARIO) AREA

A report assessing the recreational potential and needs of Ontario's St. Lawrence River area has been completed by the Community Planning Branch of the Ontario

Department of Planning and Development. This is available to municipal councils, planning boards and other interested groups, the Hon. W. M. Nickle, Minister of the Department announced August 14th.

Covering the eight Ontario townships bordering on the St. Lawrence River between Prescott and the Quebec boundary, this report is one part of an extensive study being made by the Community Planning offices. Further reports concerning population, transportation, education, urban areas and economic characteristics of the area comprise the range of topics covered.

On the basis of recent investigations by the Branch, the report recommends that the tourist industry be substantially expanded in the St. Lawrence area where natural and created features readily lend themselves to this type of economic development.

Outlined in the report is a suggested plan for recreational land use designed to guide various public and private bodies involved in the growth of this part of Eastern Ontario.

#### ● EDUCATION FOR URBAN RENEWAL

The Graduate School of Public and International Affairs of the University of Pittsburg has established a Master's Degree programme in Urban Renewal and Redevelopment. This programme is the first of its kind in North America.

Beginning in September, 1959, the programme will focus on problems faced by cities in creating livable communities adequate for the impending explosive growth in population and is intended to meet the pressing need of urban renewal agencies, both public and private, for professionally qualified personnel.

Typical subjects to be included in a weekly six-hour Workshop session will include:

- Urban Renewal and its Place in Community Development
- Relationship of Urban Renewal with Comprehensive Planning
- Administration of Urban Renewal Programmes
- State and Federal Action in Urban Renewal
- Taxation and Monetary Policy as Instruments in Urban Renewal
- Site Design Problems of Redevelopment Projects
- Problems Arising from Relocation and Intergroup Relations
- Rehabilitation Aspects of Urban Renewal
- Public and Community Relations



Anyone interested in further information in regard to this programme should contact the Graduate School of Public and International Affairs, the University of Pittsburg, Pittsburg 13, Pennsylvania.

#### ● PLANNING FILMS SHOWN AT EXHIBITION

The Community Planning Branch previewed their new film on Elliot Lake 'A City is Born' at the 1959 National Exhibition.

The many and peculiar problems incurred in developing a major community in four or five short years and transforming a spot in the bush into a residential show-place are graphically shown in the new motion picture 'A City is Born' which has just been completed for the Ontario government by Jack Chisholm Film Productions Limited.

The picture which was sponsored directly by the Department of Planning and Development with the co-operation of the Departments of Mines, of Lands and Forests, and of Municipal Affairs, is the story of Elliot Lake, 'The Uranium Capital of the World.' In a sense it is a companion-piece to 'The Big Z' the story of the uranium mining enterprises of the area, which was made two years ago by the same producer for the Department of Mines and a number of interested mining companies.

'A City is Born' portrays the history of the uranium mining enterprises, and the influx of mining men and employees of construction companies which, almost overnight, transformed a previously unknown area into one of the busiest spots in Canada. While the picture deals only incidentally with the mining enterprises themselves, they are shown as a background to the need for housing accommodation which became immediately necessary on a wholesale scale.

The film shows simply but in detail, the steps that were taken in the planning and construction of the Elliot Lake townsite to ensure that it should be something of a model community rather than the hodgepodge which might have developed from unrestricted and undirected development. Prints of the film will be available for free loan to interested organizations from the Department of Planning and Development and the Department of Mines. It is expected though that the early demand will be such that some delay may be experienced in meeting all requests.

Six other planning films were also shown at the exhibition.

1. MILLIONS ON THE MOVE\* - 27 minutes, sound, colour, 1958  
C.G.E. free

Will you continue to pay the high price of traffic congestion or will you live modernly with coordinated public transportation? The film shows how businessmen, home owners, employees, and employers suffer from the effects of heavy traffic. It explains how public transportation can be coordinated and how coordination will ease traffic congestion and save money for a community.

2. GOING PLACES\* - 17 minutes, sound, colour, 1952  
G.G.E. Express charges only

Transportation is the focal point of this film in which various means



of urban travel are compared. The carrying capacity of a car together with the eventual demand for more land for street widenings, parking space is contrasted with the advantages of train, subway and bus transport.

3. A CHANCE TO PLAY\* - 20 minutes, sound, black and white, 1950

C.G.E. Express charges only

The difficulty of providing adequate recreation areas is partly answered by means of floodlighting, thereby creating opportunities for after work leisure time interests and contributing to the greater well being of the community.

4. TOWN PLANNING - MASTER PLAN - 15 minutes, sound, black and white, 1958  
National Film Board,

Contact - Metro Film Library, 85 Hazelton, Toronto. .70¢ per day.

Though animation, the film shows how the forces of growth can be harnessed through town planning commencing with study of basic factors such as population, traffic and parking, topography etc., and carrying on through to the designation of a suitable planning area and the development of a 'master' plan.

5. THE BALTIMORE PLAN - 20 minutes, sound, black and white, 1953

Encyclopedia Britannica Films, 978 The Queensway, Toronto. \$4.50 for 3 days.

This film documents a program in which municipal agencies and citizens groups corporate in a program for housing improvements. It shows the enforcement of various renewal actions in the Baltimore Housing Court.

\* Canadian General Electric,  
214 King Street West,  
Toronto, Ontario.

6. NEW TOWN - 14 minutes, sound, colour, 1959

C.F.I. \$1.50 for three days

Here in technicolour is a stimulating and instructive film that explains the purpose of a new town. While the evils of dirt, smoke and congestion are emphasized, this cartoon is a good introduction to the process of planning and a useful aid in the promotion of public interest.

● ARTICLES YOU SHOULD READ

1. Canadian Geographical Journal, April, 1959

"The Disappearing Niagara Fruit Belt" ..... page 102 by Ralph Krueger

- 50¢

- The Royal Canadian Geographical Society,  
54 Park Avenue,  
Ottawa 4, Ontario.

2. Public Works in Canada, June, 1959

"Will Freeways Solve Our Traffic Problems" .... page 32 by Norman D. Lea,  
P. Engineer.

- Public Works in Canada,  
1706 West First Avenue,  
Vancouver 9, B.C.

OR

- Mr. N.D. Lea, Vice President, Foundation of,  
Canada Engineering Corporation Ltd.,  
1425 West Pender Street, Vancouver 3, B.C.

3. Board of Trade Journal, July, 1959

"The Design of our Cities" a report by Professor Gordon Stephenson

- 25¢
- Board of Trade of Metropolitan Toronto,  
11 Adelaide Street West,  
Toronto, Ontario.

4. Community Planning Review, June, 1959

- "Let's Stop Building Tomorrow's Slums" ..... page 32
- "The Municipal Council on the Planning Process" ..... page 42
- "Land for Our Future - The High Cost of Urban Sprawl" ..... page 44
- "Land Planning and Land Costs" ..... page 54
- "Report on Service Stations" ..... page 64
- Community Planning Assoc. of Canada,  
77 MacLaren Street,  
Ottawa, Ontario.

New Release

Geographic Townships in the Province of Ontario, April, 1959

- Ontario Dept. of Lands and Forests,
- includes map, scale 20 miles to one inch

● PLANNING BOARD REPORTS

The Community Planning Branch wishes to thank all planning boards and committees of adjustment for answering our questionnaires dealing with their activities in 1958. We especially wish to thank those that have sent us annual reports.

Sudbury Area Planning Committee - Annual Report 1958

This report describes the work and purpose of the SAPC and explains some of the terms used by planners. One of their important projects last year was a series of traffic studies. An index to the maps in the SAPC office is included in the report, broken down by municipality, type of map, and scale.

The Lakehead Planning Board - First Annual Report 1958

This is an interesting presentation of their formation and year's activity which is well illustrated by maps taken from examples of planning problems in their

planning area. These dealt with the following subjects: summer resort subdivision, official plan map, existing and proposed land maps, highway proposals, resubdivision, the change from a rural to an urban subdivision, and a good residential subdivision design.

#### Brantford and Suburban Planning Board - Annual Report 1958

They reported on the completion of their master plan of public improvements for the City of Brantford - their objective being 'to establish a planned priority for all capital projects'.

The report was well illustrated by maps dealing with: - major areas now in the process of subdivision, proposed new bridge locations, proposed relocation of a part of highway #24, detailed topographic information available for selected parts of the planning area.

#### Kitchener-Waterloo and Suburban Planning Board - Review 1958

This report places the emphasis on their official plan, which deals with a comprehensive controlled access road system for Waterloo Township. There is also a brief discussion of their first amendment to the official plan on the subject of the preservation of lands for recreation.

#### Township of North York Planning Board - Annual Report 1958

Using a statistical presentation, for the most part, this report covers the activities of the Board for 1958. Points of interest to other planning boards are - the establishment of an advisory committee to review and recommend revising of the multiple family dwelling standards; a report will soon be released on off-street parking needs of churches and schools; an interim policy has been formulated in the interpretation of the official plan. They also cite the value of several reports made by planning consultants over the past few years.

#### Township of Toronto Planning Board - Annual Report 1958

The emphasis is placed on the work and procedure of the Toronto Township Committee Adjustment. Seven pages deal with this topic, with one section on the committee's use of restrictive conditions on future land use being of particular interest.

### ● BRIEFLY NOTED

#### Planning Areas and Boards

On July 22, 1959, the Minister defined the Strathroy and Suburban Planning Area, to include the Town of Strathroy, and the Townships of Adelaide, Caradoc and Metcalfe. The Strathroy Planning Area now becomes subsidiary to the above board.

On July 22, 1959, the Minister defined the Calvert Planning Area to include the Township of Calvert.

On July 24, 1959, the Minister defined the Blenheim Planning Area to include the Town of Blenheim.

Newly appointed secretary-treasurers of planning boards include:



Ronald Hamelin, Township of Tiny; H.I. McKay, Elmvale-Flos; Ben A. Kester, Scott; Thomas Landry, Calvert; G.A. Adams, City of Chatham.

Newly appointed or reappointed to membership on planning boards were: James Large, Alfred Mullie, Rock Pilon, Howard Greir, Maurice Marchildon, Norbet D'Aoust, Richard Mathews, Ronald Hamelin, Township of Tiny; Edward Brown (chairman), Elwood Walker, (vice-chairman), Dennis Kerr, Harvey Shier, Reeve John McGillivray, Scott; Delphis Pitre (chairman), Alphonse Castonguay, Camille deLaplante, William McCarthy, Wally Layte (vice-chairman), Frank Brown, Reeve Mosco, Calvert; Stanely Woods, Floyd Wieck, John Anderson, Hamilton Walsh, R.G. Buckingham, Ian Hamilton, Mayor H.E. Young, Kincardine.

#### Committees of Adjustment

A committee of adjustment was recently appointed for the Village of Woodbridge, with membership as follows: Donald Brownlee, W. Campbell, French and Cecil Shannon.

#### URBAN RENEWAL NOTES ● ● ●

There is considerable evidence of growing interest in downtown renewal in Ontario communities supporting the proposition that urban renewal is not limited to residential areas. The Cities of Oshawa and St. Catharines have both recently prepared plans outlining the downtown problem and suggesting remedial courses of action. Interest in the problem has come from a variety of sources including Councils, Planning Boards, Merchants' Associations and Parking Authorities. The Brantford and Suburban Planning Board has also been investigating the downtown problem and has already held discussions on the possibilities of redevelopment. Interest in conducting community-wide urban renewal studies in connection with this problem is also evident.

The City of Waterloo is at present in the actual process of acquiring a blighted commercial area in the heart of the City. City officials, together with the Planning Board, are now preparing to invite developers to submit proposals for a downtown shopping area. A major feature of this programme has been the formation of a downtown Businessmen's Association in support of the renewal programme. The Association is made up of representatives of retail stores located across the street from the proposed new centre.

Urban renewal studies financed in part under the National Housing Act, 1955 now being conducted in a number of Ontario communities again points up the downtown problem and the relationship of the central area to residential neighbourhoods elsewhere in the community. Considerable attention to downtown problems is expected to be included in the urban renewal reports of the City of London and Suburbs and the City of Kingston and Suburbs. Both studies are due for completion early in 1960.

## OFFICIAL PLAN NOTES ● ● ●

During July the Minister approved the Official Plan of the Mono Planning Area. The main purpose of this Plan is to preserve the rural character of the Township of Mono. However, limited urban development in the immediate vicinity of Orangeville and several existing hamlets is provided for.

This Plan has introduced an interesting feature in regard to conservation policy. Portions of the Township have suffered from soil erosion resulting from timber cutting, and Council has designated a large number of conservation areas. Within these areas uses have been restricted to reforestation, limited agriculture and such other uses that will preserve the land from further erosion. It is hoped that reforestation will be carried out on land that has been eroded. All of the lands that have been designated conservation are privately owned, and the Council has been successful in obtaining voluntary agreements from the owners to conserve the land and vegetation.

The Minister in August approved the Official Plan of the City of Sudbury Planning Area. This Plan is predominantly a land use policy, but it has provided for the establishment of residential neighbourhoods with the necessary neighbourhood facilities, such as schools, parks and local shops. The Plan designates areas that will require redevelopment and also includes a road policy.

### ... Trends

There is an increasing number of planning boards and councils recognising the need for flexibility in official plans not only in the preparation of new plans, but more particularly in the older plans. Many of the boards are now considering a complete revision and some have already had revisions incorporating flexibility approved by the Minister. This flexibility is necessary to avoid the numerous minor amendments so common in the rigid type plan, so that the plan can function more effectively as a broad, long-term guide to development and be administered and implemented with the minimum frustration.

An amendment to The Planning Act, 1955, this year requires that proposed official plans and amendments be adopted by by-law. Previously, many municipalities used a resolution for this purpose, and some councils are still following this practice. Failure to adopt proposed official plans and amendments by by-law may result in delays in having the proposed official plan or amendment approved by the Minister. When the proposed official plan or amendment is submitted to the Minister for approval, a certified copy of the by-law should accompany the submission. Preferably, a copy of the by-law should constitute a part of the proposed official plan or amendment document.

● Roger Truemner to Head  
New Manitoba Planning Branch

Roger Truemner has been appointed Director of the newly formed Regional Development Branch, Department of Industry and Commerce, Province of Manitoba. He will take up his duties there in mid September. He graduated from the honour course in Geography at the University of Toronto, and then worked for six years with the Planning Division of the Ontario Department of Highways. In 1957 he graduated from the diploma course in Town and Regional Planning at the University of Toronto. From December 1957 he has been attached to the Area Studies Group of the Community Planning Branch.

● COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
Sept. 17 - 18	NAHRO International Conference Chapter, Fall Meeting	Sheraton- Connaught Hotel, Hamilton, Ontario.	F. Cormack, Secretary, 415 Gerrard St. East, Toronto, Ontario.
Sept. 24 - 27	American Institute of Park Executives Annual Conference	Benjamin Franklin Hotel, Philadelphia, Pa.	Alfred B. LaGasse, Executive-Secretary, 143 S. Lincoln, Aurora, Ill.
Sept. 28 - Oct. 2	National Recreation Congress, Annual Meeting	Hotel Morrison, Chicago, Ill.	Willard B. Stone, Secretary, N.R.C., 8 W. 8th Street, New York, N.Y.
Oct. 18 - 21	NAHRO Annual Convention	Netherland- Hilton Hotel, Cincinnati, Ohio.	John D. Lange, Executive-Director, 1313 East 60th Street, Chicago 37, Ill.



# ONTARIO PLANNING

October 1959, Vol. 6, No. 8

KEEPING SCORE ON ZONING

The Newsletter of Florida Planning and Development usually has something important to say in each issue, and its editor, Fred H. Bair, Jr., has the happy faculty of saying these things in a manner that is fresh, straightforward, and interesting. The following extract is part of an article entitled "Keeping Score on Zoning" that appeared in the May, 1959, issue.

You can remodel a substantial house and replace it with a good one. You can bulldoze a slum area and redevelop it so that all the old traces are gone - the slum is no longer a slum.

But when the variance - riddled frame of zoning yields to the winds of careless change, when zoning leaks, shifts on its rotting sills, warps, twists, and loses all resemblance to its former shape, its former plan, deterioration can only be arrested. The major damage can't be repaired.

The original zoning provided ample commercial facilities, properly located, properly related. Three or four illegal use variances opened the way for a handful of unwise amendments to the ordinance (by-law), permitted spots of commercial use outside the intended commercial areas. These established precedent, and their blighting influence on surrounding uses was used as justification for expansion. The rot began to spread.

In a medium-sized city which is now a large one, a new zoning ordinance (by-law), and a good one, was passed at the beginning of 1945. By the end of 1945, six or eight "minor" changes in zoning spotted commercial development along one street. By the end of 1946, the "minor" changes had exploded into 60 new blocks of strip commercial frontage. Now virtually the whole length of the street is an economic skid row, a place for the ill-advised and ill-financed to commit economic suicide.

## DEPARTMENT OF PLANNING AND DEVELOPMENT COMMUNITY PLANNING BRANCH

454 UNIVERSITY AVENUE

HON. W. M. NICKLE, Q.C., MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

TORONTO 1, ONTARIO

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT

... How Do You Clear a Zoning Slum?

In writing a new ordinance (by-law) now, what do you do with these blocks of strip commercial zoning, and with all others like them which went the same way for the same reason- the sprinkling of small errors which almost inevitably spread and consolidated into massive mistakes? Now that hundreds of marginal businesses have been established, do you rezone these areas residential, as they should be under any intelligent comprehensive plan?

You do not. You are stuck with them. They are poorly located for commercial development. They provide more frontage for commercial development than the wildest population projections could ever justify. As the lots are platted, they are too shallow for good commercial development, and street-widening will make them yet shallower - but not enough to prevent their continued commercial use.

Existing land use rides your shoulders and guides your hand. You write the new zoning ordinance (by-law) not in accordance with the principles of a comprehensive plan, but according to the dictates of a comprehensive disaster. You try to contain the mistakes, and you try to make minor corrections.

You fight real estate salesmen and property owners in a push for offstreet parking requirements and setbacks from the street right of way. You fight the outdoor advertising industry, billposters, sign painters, and sign fabricators in a push for controls on number, type, size and lighting of signs. Against vigorous (and justified) opposition from the residential neighbors to the rear, you fight to make the commercial district deeper, trying to write in safeguards which will protect abutting residences from unaesthetic exposure of the commercial rear.

In the middle of the carnage will come a voice from somebody who has read a book:

"Where is the Master Plan?"

Where, indeed?

... What To Do About It?

If it has already happened to you, there isn't much you can do about it, except to see that more of it doesn't happen. If it hasn't happened (in the form of strip commercial cancer or some more exotic form of rot) you may be able to head it off.

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As a cardinal principal, be sure of this:

Take it easy, and zoning amendments and variances will give you all the advantages of no zoning at all - except that you will still have the red tape.

If you will keep score on zoning, keep track of what is going on, you will be alerted to spreading decline in time to do something about it. It is a deceptively harmless disease in its earlier stages, and easy to detect and stop. If you don't detect and stop it, it will eat large holes in your city.

### ● PLANNING WORKSHOPS

Three workshops have been held so far in 1959, at Pembroke, Sarnia and Belleville. In addition the Branch participated with a contribution of displays and technical staff at meetings held at St. Catharines and Kingston last spring.

The purpose of the local planning workshops is to stimulate interest in community planning and to assist local communities in conducting planning programmes and solving planning problems. Five workshops were held in 1958.

#### ... Pembroke Planning Workshop - January 20 and 21

75 representatives attended this workshop, mostly consisting of council and planning board officials from municipalities in the County of Renfrew. Three main topics were discussed: How to Plan your Municipality, What to Plan For and Why We Should Plan. Some of the more important discussions arising from the workshop were on county wide or area planning, the problems of summer resorts, ribbon or strip development and the proper balance between residential and industrial assessment.

The County aims to establish eventually a county planning board and to hire a full-time county industrial commissioner.

#### ... Sarnia Planning Workshop - April 15 and 16

50 planners and council members from municipalities of Lambton County attended this meeting. Questions on zoning were of major importance at this workshop.

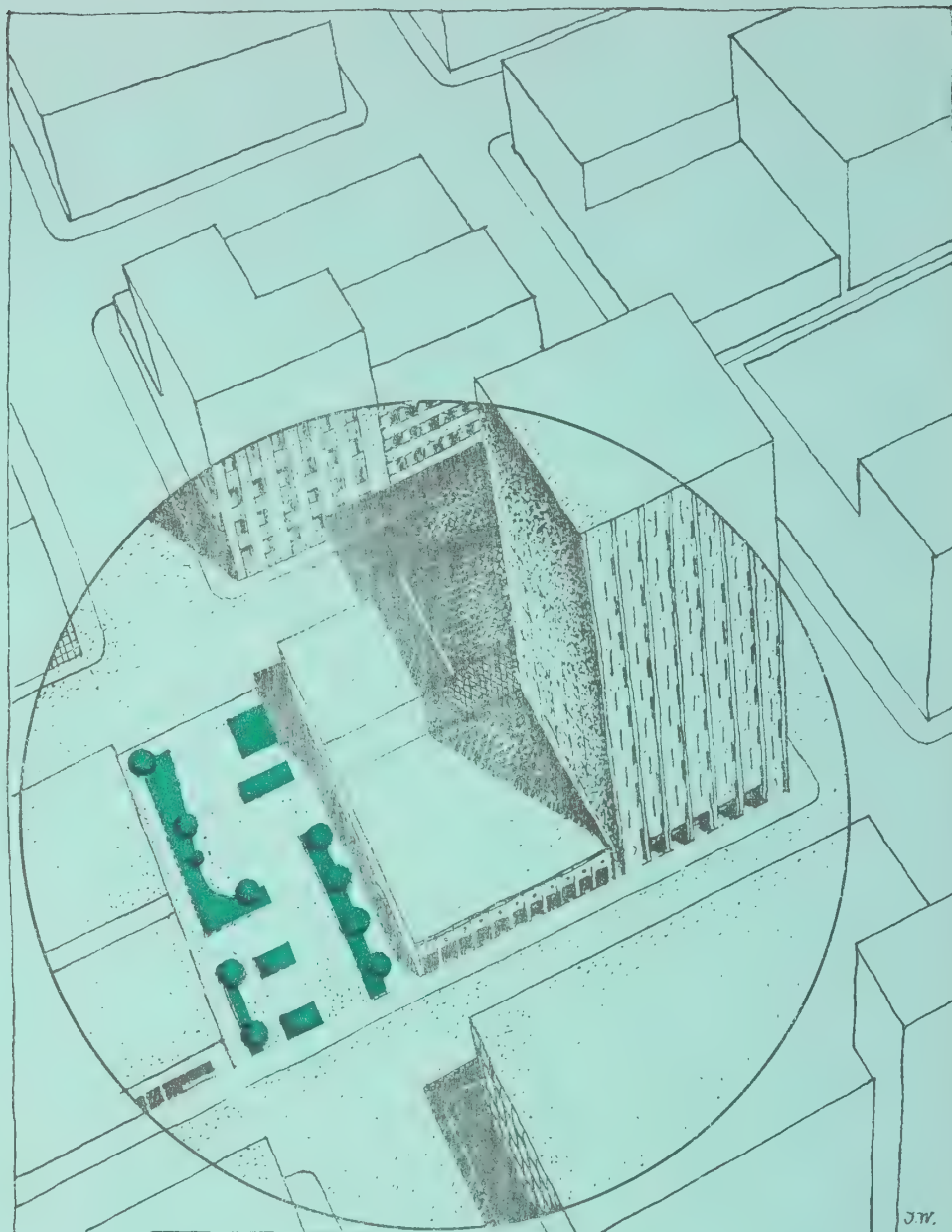
#### ... Belleville Planning Workshop - June 9 and 10

45 planning officials and council members of the municipalities within the counties of Hastings, Prince Edward, and Lennox and Addington attended this meeting. The question of county planning was discussed at some length.

Two workshops are scheduled for October, the Elgin County Planning Workshop to be held at St. Thomas on October 20 and 21 and the York County Planning workshop to be held at Newmarket on October 27 and 28.

In November, two workshops have been scheduled, the Haldimand County Planning Workshop at Cayuga on November 3 and 4 and the Wellington County Planning Workshop at Guelph on November 17 and 18.





Everyone seems interested in the idea of pedestrian malls these days and experimenting is going on in many American cities with Canadian cities eyeing the results with interest.

An ASPO Newsletter reports that up to 90 cities and towns have plans for malls. Two cities which have recently made the Ontario news headlines on this subject are Toledo, Ohio and Kalamazoo, Michigan.

Just what is a pedestrian mall, some of you may be asking. Well it usually means that a part of a busy downtown street, one block or more in length, in the heart of the business district has been closed off to all vehicular traffic and a parklike atmosphere developed by trees, grass, flowers, reflector pools, and soft music. This is one of the means of stopping the deterioration of business and to encourage the improvement of adjacent properties in the downtown area.

North Bay, Ontario on Friday, September 25th, closed off four blocks of their main street for a two hour period and gave the shopping mall idea a trial. A free bus service was supplied for the period and the downtown area was crowded. Shoppers and businessmen were pleased with the results.

Other Canadian cities which are considering the idea are Ottawa, Windsor, Sudbury, Toronto and Victoria.

● PROGRESS REPORT ON THE STUDY OF MINIMUM STANDARDS OF OCCUPANCY AND MAINTENANCE OF BUILDINGS

On July 10th a letter outlining the purpose of the study and asking for comment and information was sent to 160 people and organizations in Canada, the United States and the United Kingdom. Many replies have been received expressing interest in the study and some contain useful comments.

The research staff has spent a large portion of their time in examining the Statutes of Ontario having an effect on the problem of minimum standards of occupancy and maintenance of dwellings. Numerous interviews have been held in the fields of health, welfare, civic administration, building, law and planning to obtain factual information to assess attitudes and to develop techniques regarding interviews and visits to other centres in Ontario.

These techniques underwent a testing in the Ottawa St. Lawrence Area and have since been refined in visits to the Sault Ste. Marie Sudbury Timmins Area, cities in Southwestern Ontario, the Lakehead and Winnipeg. In addition a rough draft of a model minimum standards by-law has been developed.

It is expected that more field work will be carried out, an interim report will be published and committees established in other Provinces during the next quarter.

● COMMUNITY PLANNING COURSE II

Central Ontario Chapter, Town Planning Institute of Canada

This second series of planning lectures will be offered on Wednesday evenings at the School of Town and Regional Planning - University of Toronto to members (all classes) of the Town Planning Institute.

This course will be a follow-through from the one held earlier this year and the new series will be primarily concerned with planning practice with special reference to the Ontario scene.

It is intended to provide a useful background for Student Members who may be preparing for the examinations leading to Associate Membership, but the series of lectures should prove of interest to the wider membership.

The fee for the course, which will have 22 evening sessions each Wednesday commencing on the 28th of October, will be \$10.00. Details may be obtained from Mr. R.N. Percival, 454 University Ave., Toronto. Cheques should be made payable to the Central Ontario Chapter - Town Planning Institute of Canada and forwarded c/o Mr. Kunio Hidaka, 454 University Ave., Toronto.

● PENSION PLANS FOR EMPLOYEES OF MUNICIPALITIES AND LOCAL BOARDS

Paragraph 48 of section 386 of The Municipal Act authorizes municipal corporations and local boards in Ontario to establish pension plans for their employees. While

planning boards and committees of adjustment are not specifically included in the definition of "local board" in clause (a)(ii) of this paragraph, the definition of local board seems to be sufficiently broad to cover both of these types of agencies.

Planning boards and committees of adjustment that have established pension plans for their employees under this authority or that are considering the establishment of such pension plans will be interested in the regulations made July 16, 1959 (O.Reg. 162/59) applying to such pension plans. These regulations appear in the Ontario Gazette of August 15, 1959.

#### ● ARTICLES OF INTEREST TO PLANNERS

##### 1. The Municipal World . August, 1959

"Municipalities and Industries" ... page 263  
- by Mr. A.V. Crate,  
Director of Trade and Industry Branch,  
Ontario Department of Planning & Development

"The Municipal Council in the Planning Process" ... page 265  
- F.J. Cornish, Q.C.

##### 2. The Canadian Architect, August, 1959

"Landscape for Leisure: The St. Lawrence Seaway Parks" ... page 46  
- two parks are examined in detail - Crysler Park and Farran Park

##### 3. The American City, September, 1959

"Density Control Zoning  
- provides park lands, lowers costs to developer and governing body" ... page 195

"The Economic Impact of Elevated Expressway Construction" ... page 211

"Peoria's (Illinois) New Marina and Playground" ... page 219

##### 4. The Journal of the American Institute of Planners, August, 1959

"Organizing and Carrying out Planning Activities within  
Urban Government" ... page 109  
- by H. Fagin

"Comprehensive Planning: A New Field of Study" ... page 115  
- by M.C. Branch, Jr.

"Citizens and Professionals Reconsider the Neighborhood" ... page 121  
- by H.W. Hallman

"A Method for Projecting County Manufacturing Employment" ... page 128  
- by T.J. Tercyak



"The Master Plan: An Inquiry in Dialogue Form" ... page 133  
- C.M. Haar

"A Multiple Land Use Classification System" ... page 143  
- by A.S. Guttenberg

"Pages from Planner's Notebooks: Notes on Industrial Site Planning"  
... page 151  
- by S.B. Zisman

"Sixty Years and the Problems Are Still With Us" ... page 157  
- by R.C. Weingerg

Department of City and Regional Planning,  
University of California,  
Berkeley, California. - Price \$1.50

#### New Release

"1958 Annual Report of Municipal Statistics"  
- Ontario Dept. of Municipal Affairs,  
Parliament Buildings,  
Toronto, Ontario.  
- \$5.00 first copy, \$1.25 each additional copy

#### Contents

"Statistics on assessed population, Assessed value of building, business and land, Tax levy for schools and other purposes, Mill Rates, Tax Collections, Tax Areas, Capital Loan Fund Balance Sheet, Revenue Fund Balance Sheet, Revenue Expenditures, Analysis of Capital Expenditures for each municipality in Ontario".

#### ● TRANSPORTATION REPORT - ST. LAWRENCE RIVER (ONTARIO) AREA

A report on the transportation services of Ontario's St. Lawrence River area has been completed by the Community Planning Branch of the Department of Planning and Development. This report is now available to municipal councils, planning boards and other interested bodies, the Hon. W.M. Nickle, Minister of the Department announced.

Dealing with the existing and proposed transportation services, the report covers the eight townships between Prescott and the Quebec boundary. It is part of a series of regional reports, prepared by the Community Planning Branch which has been making an extensive study of the area.

The report shows that the existing transportation facilities and proposed improvements in the area should be adequate for many years. The flooding caused by the Seaway and Power project made necessary the relocation of Highway No. 2 which has been rebuilt as a high-standard route throughout most of the area. Both Highway No. 401, to be completed within the next few years, and Highway No. 2 provide fast through-roads serving both local and provincial traffic. The Canadian National main-line, relocated at the same time, now by-passes the communities in the area where it formerly cut them in two.

The report goes on with an enquiry into the existing docking facilities of the area and highlights its function as a corridor for the Seaway traffic. The significance of these various transport facilities is brought out by the part of the report dealing with possible pressures for urban, commercial and industrial development. Pressures can be anticipated by means of a study such as this enabling the local municipalities to make their plans for accommodation instead of suffering the unplanned expansion which is so often unsightly and uneconomical.

## ● CONFERENCES

Staff members of the Community Planning Branch took an active part in four important conferences held recently in Ontario and Quebec.

... The Ontario Municipal Association Convention was held at Sudbury, August 30th to September 2nd. As mentioned elsewhere in this issue, A.L.S. Nash, Director of the Branch, and R.E. Roberts, Head of the Official Plan Section spoke on official plans. John Pearson, Head of the Planning Organisation Section, spoke on "Community Values Through Planning".

... The Central Mortgage and Housing Corporation Seminar on Urban Renewal was held in Ottawa, September 9th to 11th. J.F. Brown, Redevelopment Officer for the Branch, was one of the participants. Others in attendance were representatives from cities across Canada undertaking urban renewal studies or projects.

... The National Planning Conference of the Community Planning Association of Canada was held in Montreal on September 13th to 16th. The Director and five other members of the Community Planning Branch staff attended, including Mr. Brown who participated in a panel discussion of "Urban Renewal - The Next Steps".

The CPAC Conference touched on many important subjects in the field of planning, running the gamut from design, mass transportation and metropolitan area planning through to atomic energy power development and its implications for city planning. The next issue of the Community Planning Review, a publication of CPAC, will contain a more detailed account of these sessions.

Charles A. Campeau of Montreal was re-elected president of the Association.

... The fall meeting of the International Conference Chapter of NAHRO (National Association of Housing and Redevelopment Officials) held in Hamilton on September 17th and 18th was attended by delegates from Galt, Hamilton, Toronto and cities in northern New York State, by CMHC officials, and by representatives of the Housing and Community Planning Branches of this Department. The major topic of discussion was staff training for public housing.

## ● BRIEFLY NOTED

### Planning Areas and Boards

On August 31, 1959, the Minister defined the Kapuskasing and District Planning area as a joint planning area. This planning area includes the following municipalities: - the Town of Kapuskasing, the Improvement District of Val Albert and

the unorganized Townships of Williamson, Owens, O'Brien and Teetzel. The Town of Kapuskasing is the designated municipality.

On September 29, 1959, the Minister defined the Township of Blenheim as the Township of Blenheim Planning Area. On September 3, 1959, the Minister defined two single independent planning areas: - The Township of Tay as a Township of Tay Planning Area and the Township of Sunnidale as the Sunnidale Planning Area.

Newly appointed secretary-treasurers of planning boards include: Mrs. Donald Selvrage, Petawawa; Lloyd Bell, Twp. of Orillia; and A.E. Timmins, Sutton. Mr. Norman Pearson formerly planning director and secretary-treasurer of the Hamilton-Wentworth Planning Board, takes up his duties on October 21 as planning director of the Burlington and Suburban Planning Board.

Newly appointed or reappointed to membership on planning boards were: - George Lamont (chairman), Thomas Lonergan (vice chairman), Sutton; John Foster, Twp. of Orillia.

#### Committees of Adjustment

Newly appointed members to the Committee of Adjustment for the City of Owen Sound are Angus Ferguson, Stanley Brown and Malcolm McKerroll.

... Robert Mungall took up his new position of liaison officer of the City of Toronto Planning Board on September 21. Since 1954, he worked in the administrative and subdivision sections of the Branch, and was closely associated with the Branch publication ONTARIO PLANNING.

#### OFFICIAL PLAN NOTES

There are many signs of the increasing interest of elected and appointed municipal officials in official plans to guide future physical development. Significant among these was the invitation that the Ontario Municipal Association extended to the Community Planning Branch to have members of its staff discuss official plans during a session of the Association's recent annual convention in Sudbury. A.L.S. Nash, Director of the Branch, and R.E. Roberts, Head of the Official Plan Section, concentrated their attention on the need for, and role of, official plans in municipal government.

Two essential elements in effective official plans are clarity and a reasonable degree of flexibility. Clarity is of great importance, as many people with varied backgrounds and interests will consult the official plan to discover what it means and how it affects them. The official plan is a formal statement of the objectives of the community in regard to its future character and an expression of the means to be used to bring about this desirable future character. Officials of municipalities and public utilities agencies and members of the public at large have every right to expect that the policies as set out in the official plan are clear and readily understood.

Flexibility in an official plans does not mean vagueness. The plan must be definite as to its overall objectives, but it should also be prepared in such a way



that it does not require a formal amendment each time an insignificant alteration in the boundary between two areas designated for different land uses is decided upon. Great care must be exercised, of course, to distinguish between minor matters that should not require formal amendment and substantial changes of **policy** that should be effected through an amendment to the official plan, and the official plan itself should be prepared in such a way that this differentiation can be made with reasonable ease. As an example of what we mean, the amendment of the zoning by-law of a semi-rural township to shift one hundred feet the boundary between an agricultural area and an industrial area of several hundred acres might not be of sufficient importance to require an amendment to the official plan. On the other hand, a shift of the same distance in the boundary between a neighbourhood commercial area and the adjoining residential area might make a vital difference to the pattern and character of development of an urban community, and should require the prior amendment of the official plan to ensure that all important considerations in such a zoning change had been taken fully into account.

Various techniques have been developed to introduce an appropriate amount of flexibility in official plans, and the Community Planning Branch will be pleased to assist any planning board to adapt these techniques to its own needs, upon request.

#### URBAN RENEWAL NOTES ● ●

The City of Brantford has expressed interest in conducting an Urban Renewal Study under Part V of the National Housing Act, 1954.

The City of Hamilton is expected to apply formally to the two senior governments for financial assistance and the various approvals to acquire and clear the Van Wagner's/Crescent Beach area for park purposes.

The City of Kingston Planning Director and the Urban Renewal Study staff will shortly present a draft outline of the final report on the Kingston Urban Renewal Study. A similar draft report is expected to be presented by the City of London Planning Director and the Urban Renewal Study staff for that City. Field work for the London Urban Renewal Study will be integrated with the results of a recently-conducted traffic survey.

The Town of Newmarket is contemplating a redevelopment programme for the commercial core in its Official Plan.

The City of Ottawa Urban Renewal Study has completed its field work and is expected to develop studies on the downtown area in conjunction with the National Capital Commission.

The Joint Liaison Committee for the Urban Renewal Study to be conducted by Town Planning Consultants for the City of Sault Ste. Marie and the Townships of Korah and Tarentorus held an initial meeting early in September. The two Townships are contributing to the local share of the cost of the study.

The City of Sudbury's application to C.M.H.C. for financial assistance in carrying

out a City and Suburban Urban Renewal Study is now with C.M.H.C. for final approval. If approved, the Townships of McKim and the United Townships of Neelon and Garson will participate financially.

The City of Windsor is expected to have copies of both the complete Urban Renewal Report for that city and condensed summaries by December.

The City of Waterloo is proceeding to acquire commercial land in the downtown centre with a view to a complete revitalization of the area.

The City of Toronto has received approval by the Ontario Municipal Board to enter into agreements with the Province of Ontario and C.M.H.C. for sharing in the costs of acquiring and clearing lands in the Moss Park Redevelopment Area.

## ZONING NOTES ● ●

### Committees of Adjustment

. . . Notice to the Minister of last day for appealing to the Ontario Municipal Board .

On the 22nd April 1959 a Committee of Adjustment made a decision upon an application before it. An appeal against this decision was made to the Municipal Board and to the Minister of Planning and Development on the 9th May, 17 days after the decision and 15 days after this particular submission was postmarked when forwarded to the Department of Planning and Development.

The appeal was heard by the Municipal Board on the grounds that the fourteen day period during which appeals may be made had not commenced since a "notice of the last day for appealing to the Board" had not been forwarded to the Minister in accordance with the provisions of section 18(10) of the Planning Act, 1955.

This incident prompted a letter of July 10th addressed to all committees of adjustment by the Community Planning Branch. Although some improvement has resulted, there are yet a few committees of adjustment that are not forwarding to the Minister a notice of the last day for appealing to the Municipal Board.

### . . . Rules of Procedure for Committees of Adjustment

One of the amendments to The Planning Act, 1955 enacted earlier this year removed from planning boards the authority for constituting committees of adjustment. Since May 25, only the councils of local municipalities have been able to exercise this authority. A number of municipal councils have already acted to constitute committees of adjustment to replace committees previously created by planning boards, and all remaining committees that have been constituted by planning boards must cease to function on or before May 25, 1960.

All committees of adjustment constituted by municipal councils to replace committees of adjustment previously constituted by planning boards are new committees of adjustment, and therefore it will be necessary for them to adopt such rules of procedure as are approved by the Minister, under the provisions of subsection 12 of section 17 of The Planning Act, 1955 as re-enacted earlier this year. The usual procedure should be followed of submitting at least three copies of the newly

adopted rules of procedure to the Minister for his approval. If approved, all three copies will be so endorsed and one copy will be returned to the committee of adjustment, the remaining two being retained in the Community Planning Branch for purposes of record.

#### Restricted Area By-law

##### . . . Use of Maps

Section 27a (5) of The Planning Act, 1955 provides for the use of maps to define land areas which may be affected by restricted area by-laws. The council of the Township of London has recently enacted restricted area by-laws pertaining to single parcels of land and to which a map has been attached forming part of each by-law. The maps have been used to define, within the parcels, areas which may be used for buildings and for structures.

Approval of the by-law has been obtained and it is understood that the Township is now in the process of draughting a restricted area by-law for a shopping centre site and that the same technique is to be followed.

##### . . . Zoning By-laws

The Community Planning Branch has received a request from the American Society of Planning Officials for information about the experience of municipalities in the administration of zoning by-laws (restricted area by-laws) that include performance standards, especially as these apply to industrial uses.

The Branch will be pleased to convey to the American Society of Planning Officials any information received on this subject, together with any additional comments.

#### ● COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>	<u>Further information available from:</u>
May 22-26, 1960	A.S.P.O., National Planning Conference	Americana Hotel, Bal Harbour, Florida	Dennis O'Harrow, Executive Director, ASPO, 1313 East 60th Street Chicago 37, Illinois
October 23 --27,	American Institute of Planners, National Convention.	Warwick Hotel, Philadelphia, Pa.	American Inst. of Planners Suite 410, 2400 16th St. N.W. Washington 9, D. C.



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# ONTARIO PLANNING



March 1960, Vol. 7, No. 3

## ⊙ 1959 PLANNING ACTIVITY IN ONTARIO

In this issue, Ontario Planning offers - considerably later than originally planned - a brief round-up of planning activity in selected fields in Ontario during the calendar year 1959.

The information presented here is taken entirely from the records of the Community Planning Branch and is largely factual, with little attempt at critical analysis. It is intended to indicate the volume of various types of planning activity and to point up certain trends. It does not pretend to be a complete review of all planning activity in the Province during 1959, of course - not all of the great many changes in land use that occur in Ontario each year result in applications for the Minister's approval or necessarily come to the attention of the Branch. This also applies to various plans that are made and implemented affecting neighbourhoods or whole communities, the redevelopment by private interests of individual properties or groups of properties, and the creation of a large number of new building lots other than by registered plan or consent of the Minister. However, a great deal of planning activity in Ontario is reflected in the records and statistics compiled by the Branch, and we feel that the information offered in these pages gives a useful index of the direction and tempo of some of this activity.

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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TORONTO 2, ONTARIO  
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## ⊙ PLANNING LEGISLATION

Significant changes were made to planning legislation in Ontario during 1959. Perhaps the most important amendment to The Planning Act, 1955 was the introduction of explicit statutory authority for the Minister to impose "such conditions to the approval of a plan of subdivision as in his opinion are advisable", including the condition "that the owner of the land enter into one or more agreements with the municipality dealing with such matters as the Minister may consider necessary, including the provision of municipal services". Complementary to this amendment are the provision of specific authority for municipalities to enter into subdivision agreements and the granting to the owner of the land concerned and to the municipality the right to require the Minister to refer any application for approval of the plan of subdivision to the Ontario Municipal Board. It is made clear that this right extends to situations where either the owner or the municipality is not satisfied as to the conditions imposed or to be imposed by the Minister or by the municipality.

Another significant amendment is the transfer to The Planning Act, 1955 (section 27a) of the zoning authority previously contained in section 390 of The Municipal Act. The authority for municipal councils to pass building by-laws and related regulations was also transferred from The Municipal Act to The Planning Act, 1955 and appears as section 27b of the latter statute.

Other amendments to The Planning Act, 1955 affected the procedures for adopting official plans, the establishment and operations of committees of adjustment, the prohibiting the making or establishing of pits and quarries, and the adoption of the National Building Code.

These various amendments to The Planning Act, 1955 are mentioned in greater detail in the April, 1955, issue of ONTARIO PLANNING. That issue also gave a brief summary of other new and amending legislation affecting planning.

As is its usual practice during years when The Planning Act, 1955 is amended, the Community Planning Branch in 1959 prepared and distributed copies of a new consolidation of the Act, incorporating all amendments to date. Copies of this consolidation were sent to all planning boards, committees of adjustment, municipal clerks, planning consultants, surveyors, and various other organizations and individuals involved in the community planning process in Ontario.

## ⊙ PLANNING AREAS

During 1959, the Minister of Planning and Development defined 22 new planning areas, of which 6 were joint planning areas (that is, having part or all of two or more municipalities within their boundaries), 3 were subsidiary planning areas within joint planning areas, and 13 were single independent planning areas. These were as follows:

### ... Joint Planning Areas

<u>Name of Planning Area</u>	<u>Municipalities Included</u>
Amherstburg and Suburban Planning Area	Town of Amherstburg Township of Anderdon Township of Malden

<u>Name of Planning Area</u>	<u>Municipalities Included</u>
Cayuga and North Cayuga Planning Area	Village of Cayuga Township of North Cayuga
Couchiching Planning Area	Town of Orillia Township of Orillia Township of Mara Township of Rama Township of Oro (part)
Kapuskasing and District Planning Area	Town of Kapuskasing Improvement District of Val Albert Unorganized Townships of: O'Brien Owens Teetzel Williamson
Oxford-on-Rideau and Kemptville Planning Area	Village of Kemptville Township of Oxford-on-Rideau (part)
Strathroy and Suburban Planning Area	Town of Strathroy Township of Adelaide Township of Caradoc Township of Metcalfe

• • • Single Independent Planning Areas

<u>Name of Planning Area</u>	<u>Municipality Included</u>
Blenheim Planning Area	Town of Blenheim
Township of Blenheim Planning Area	Township of Blenheim
Calvert Planning Area	Township of Calvert
Chalk River Planning Area	Village of Chalk River
City of Cornwall Planning Area (previously in Cornwall and Suburban Planning Area, now dissolved)	City of Cornwall
Espanola Planning Area	Town of Espanola
Town of Kincardine Planning Area	Town of Kincardine
Malden Planning Area	Township of Malden
Portland Planning Area	Township of Portland
Scott Planning Area	Township of Scott
Sunnidale Planning Area	Township of Sunnidale



<u>Name of Planning Area</u>	<u>Municipality Included</u>
Township of Tay Planning Area	Township of Tay
Township of Tiny Planning Area	Township of Tiny
. . . <u>Subsidiary Planning Areas</u>	
<u>Name of Planning Area</u>	<u>Municipality Included</u>
Canborough Planning Area	Township of Canborough
Douro Planning Area	Township of Douro
Town of Hanover Planning Area	Town of Hanover

In the same period, 5 existing planning areas were enlarged and 3 were dissolved, two of them subsidiary planning areas. The net result of these changes is that there were 315 planning areas in existence in Ontario at the end of 1959 - 64 joint, 90 subsidiary, and 161 single independent. All of the cities in the Province (now 30 in number) have been within planning areas for the past few years, and, by the end of 1959, 1 metropolitan municipality, 106 towns, 48 villages, 4 improvement districts, and all or part of 199 incorporated townships were within planning areas - a total of 388 municipalities. In addition, part or all of 26 unorganized townships were within planning areas, in all cases with one or more incorporated municipalities.

While it cannot be stated that planning boards are functioning actively and with a high degree of effectiveness in all of the 315 planning areas that existed on December 31st, many planning boards are working hard and to good effect on positive, progressive planning programmes. Unfortunately, a very large number of planning boards in Ontario are struggling under the great handicap of having neither technically qualified planning staff nor a planning consultant. While the efforts of the members of these planning boards are not wasted, it is obvious that these boards will find it much more difficult to proceed very far or very fast on sound and effective planning programmes, especially in urban communities, in areas where urban development is beginning or is anticipated, and in resort areas. It is naturally difficult for planning areas with relatively small population and revenue sources to bear the cost of technical assistance, and it is encouraging to note the increasing interest in forming larger joint planning areas. In addition to making it easier to conduct realistic planning programmes covering complete communities, this trend should assist greatly in providing the financial resources needed to support more effective planning activities.

Planning areas as defined at the end of 1959 are shown on the map accompanying this report.

## ⊙ OFFICIAL PLANS

Official plans were approved for seven planning areas in 1959 - the Paris Planning Area, the Wallaceburg Planning Area, the Bradford and West Gwillimbury Planning Area, the Town of Pembroke Planning Area, the Mono Planning Area, the City of Sudbury Planning Area, and the Widdifield Planning Area. In comparison, 10 new official plans were approved in 1958 and 5 in 1957. A total of 108 amendments were approved in 1959, compared with 119 in 1958 and 113 in 1957. During 1959, 23 applications were referred to the Municipal Board under either section 14(4) or section 29 of The Planning Act, 1955. This was one more than the total for 1958 (22) and 7 more than that for 1957 (16).

The number of new applications for approval of proposed official plans or amendments received by the Community Planning Branch in 1959 was 163 - the largest number ever received in one year.

The general quality of official plans and amendments to official plans submitted for approval continues to improve. No doubt this is a reflection of the increased effort by planning boards and the greater understanding by municipal councils and officials and by the public generally of the advantages of sound planning. It is also a tribute to the increasing use by planning boards of technically-qualified planning staff and planning consultants.

The experience with official plans in 1959 has not been entirely happy and encouraging, however. There is still a disturbing number of communities in Ontario that are expanding or are on the threshold of expansion but have so far failed to take the necessary steps to assess their situations with any degree of reliability. Some of these communities have attempted to use the official-plan process to chart their future course, but on occasion the potential for growth and the type of growth appear to be appraised without sufficient thoroughness. As a result, the proposed official plans that are prepared appear on critical study to be unrealistic to the point where, if they were to be approved as the policy of future land-use regulation, road construction, and utility installation, they might easily lead to conditions as bad or worse than would likely result if there were no official plan at all. This could produce tragic results, both for the municipalities concerned and for private individuals who might base decisions on the plan.

On the credit side of the ledger last year was steady progress towards greater clarity, comprehensiveness, and flexibility in official plans. There was also greater use of staging and a greater recognition of the importance and usefulness of the text of the official plans, as distinct from maps and other graphical material. This progress is not all unspotted, however. For instance, some of the staging being incorporated in official plans seems to be more an ineffectual gesture than a strong, firm policy of systematic and progressive development.

The use of the official plan by rural communities to preserve their rural character was significant enough in 1959 to seem to indicate the possibility that an important trend in this direction is beginning. This is obviously a desirable practice, assuming that the official plans are based upon realistic decisions following from a sound programme of planning.

Official plans as approved at the end of 1959 are shown on the map accompanying this report.

## ⊙ REGIONAL STUDIES

Almost everyone involved in the physical development of Ontario communities is acutely aware of the need for much more information on a regional basis if local planning is to be sound. This means more than simply the existence of pertinent graphical, statistical, and other information - it means the collection and analysis of this information by competent persons and the dissemination of the results to local, provincial, and federal agencies able and willing to use it.

The need for this type of activity has long been recognized in Ontario, and a few years ago the Community Planning Branch was authorized to make a beginning in the St. Lawrence area. The early days of this study were largely devoted to exploring sources of information; developing liaison with interested agencies on the three



levels of government; and evolving techniques of study, analysis, and presentation appropriate to the Ontario situation.

The first published reports to emanate from these studies appeared in 1959. Reports on recreation, education, and transportation in the St. Lawrence area were issued and copies furnished to interested agencies. Urban studies of Cornwall, Morrisburg, Iroquois and Prescott were also issued.

The field work for the Niagara study has been completed and reports on history, physical, geography, land-use patterns, population, planning organization, and on the manufacturing, agricultural, and service industries are in preparation. The Community Planning Branch has already circulated to all planning boards in the area studied - or to the municipal council where no planning board exists - copies of maps of existing buildings and land uses for their respective planning areas or municipalities.

While the brief survey made by the Branch of Sudbury and the Blezard Valley area can hardly be dignified as a full-scale regional study, an impressive amount of information was collected in a very short period. The actual collection of information in the field took less than two weeks. The survey concentrated on the volume, pattern, and tempo of subdivision activity in the area and on the functional relationships between the various component parts of the area. The report produced from this survey was completed early in 1960 and was presented to representatives of the municipalities concerned at a meeting in Sudbury on March 22 of this year.

By the end of 1959, a considerable amount of work had been done in programming the study of the Hamilton-to-Oshawa area upon which the Community Planning Branch expects to concentrate much of its attention over the next two or three years. It is obvious that a study of an area as dynamic and complex as this is a big undertaking, but developments - current and anticipated - in the area demand that much more information be made available as the basis for innumerable decisions at all levels of public and private activity if this pivotal area of the Canadian economy is to realize its full potential. The Branch cannot hope to do all of the work involved with its present resources of staff - and, in any case, it would hardly be a wise use of limited facilities to duplicate the efforts of the highly competent planning personnel already working to good effect in many of the communities in the metropolitan region. Accordingly, the Branch expects to evolve a working arrangement with the planning boards in the area to pool existing information and to co-operate in the collection and analysis of data not now available.

A great deal of information is being collected in these regional studies that will not likely be included in the published reports. This information is available to planning boards and municipal officials and to provincial and federal agencies in the offices of the Community Planning Branch.

More detailed information concerning some of the regional studies conducted or being conducted by the Community Planning Branch may be found in the May-June, 1958; October, 1958; and May, 1959, issues of Ontario Planning.

## ⊙ ZONING BYLAWS

The number of zoning bylaws and amending bylaws submitted to the Community Planning Branch for study and comment was down slightly in 1959 from the 1958 figure, which was the highest since the Branch came into existence. Comments were sent to the Municipal Board, at the request of the Board, on 737 bylaws (824 in 1958, 626 in 1957) submitted for Board approval.



Written comment was given to planning boards or municipal councils on 52 proposed over-all-bylaws in 1959 (57 in 1958, 41 in 1957), 99 proposed partial bylaws (155 in 1958, 146 in 1957), and 1,136 proposed amending bylaws (1,170 in 1958, 864 in 1957).

These figures indicate that the Branch reviewed and commented upon over 2,000 zoning bylaws or amendments or proposed bylaws or amendments last year. Obviously, zoning activity in Ontario municipalities generally is at a relatively high pitch.

## ⊙ COMMITTEES OF ADJUSTMENT

Seven new committees of adjustment were established in Ontario municipalities in 1959 - in the Towns of Fergus, Georgetown, Lindsay, Riverside, and Wallaceburg and in the Villages of Chippawa and Woodbridge. This brought to 62 the total number of committees of adjustment in existence at the end of 1959. Twenty-two were in cities, the same number in towns, 6 in villages, and 12 in townships.

Section 17 of The Planning Act, 1955, was amended in 1959 to remove from planning boards the power to constitute some or all of their members as committees of adjustment, leaving only municipal councils with the authority to establish these agencies. The amending statute also provided that all committees of adjustment constituted by planning boards could continue to function for one year, unless sooner replaced by a committee of adjustment constituted by the municipal council. Most committees constituted by planning boards have now been replaced, and the remainder will cease to have authority to function on May 25, 1960.

The Act requires all decisions of committees of adjustment made under section 18 to be sent to the Minister. These are all reviewed by the Community Planning Branch. During 1959, the Branch reviewed more decisions by far than in any previous year - 2,171. Corresponding figures for 1958 and 1957 were 1,780 and 1,461, respectively. Each of these decisions must be reviewed immediately upon receipt, as there is only a 14-day period to launch an appeal to the Ontario Municipal Board, and therefore there is little or no carry-over of decisions on hand from the end of one year to the beginning of another.

While the total number of decisions handed down by committees of adjustment in 1959 was substantially higher than that of any previous year, the number of decisions appealed to the Municipal Board was down from previous years - both in absolute figures and, of course, in proportion to the total number of decisions. The total number of appeals in 1959 was 47, which was 2.1% of the total number of decisions. The figures for 1958 and 1957, respectively, were 66 (3.7%) and 79 (5.4%). Of the 47 appeals in 1959, 7 were by the Minister, 23 by the original applicant to the committee of adjustment, and 17 by other parties.

If any conclusions are to be drawn from this continuing reduction in the proportion of total decisions of committees of adjustment that result in appeals to the Municipal Board, perhaps they are that committees of adjustment are demonstrating more and more their ability to render sound decisions and that affected persons are therefore more and more prepared to accept their judgments.

Committees of Adjustment as established at the end of 1959 are shown on the map accompanying this report.

## ⊙ URBAN RENEWAL

The year 1959 saw increased interest and activity in the field of urban renewal. An impressive number of municipalities approached the Community Planning Branch for information and advice on redevelopment and other aspects of urban renewal. During the year, urban renewal studies were completed in Hamilton and Windsor, were under way in London, Kingston, and Ottawa, and were approved by the Province for Sault Ste. Marie and Sudbury.

Redevelopment areas were designated, with the approval of the Minister, in the Township of Trafalgar and in the City of Toronto. Also, the boundaries of approved redevelopment areas were altered, with the Minister's approval, in Toronto and Windsor. An application for approval for the acquisition and clearance of land in a redevelopment area was granted for the City of Toronto (Moss Park).

During 1959, the Province broadened the policy for assisting municipalities financially in the acquisition and clearance of land in approved redevelopment areas. This has permitted greater flexibility in the planning of such projects, as the Province is now prepared to consider a financial contribution in approved projects where the project contains a substantial proportion of residential use either at the beginning or at the completion of the project. This will permit municipalities to obtain assistance from the Province where substandard housing is being cleared from the site or where new housing is being established on the site after clearance. In approved projects, assistance can now be obtained to clear substandard residential areas for residential re-use. During 1959, the Province entered into agreements with the Cities of Toronto and Windsor for contributions of 25% of the cost of acquisition and clearance of land in approved redevelopment areas in these two municipalities.

## ⊙ STUDY OF MINIMUM STANDARDS OF OCCUPANCY AND MAINTENANCE

In April, 1959, an agreement was entered into between the Province of Ontario and Central Mortgage and Housing Corporation for the sharing of the costs of a study of minimum standards of occupancy and maintenance of dwellings and residential areas. The study is being conducted by the Community Planning Branch and the estimated cost of \$32,000 is being shared, 75% by C.M.H.C. and 25% by the Province. While the study is being conducted by Ontario, the other nine provinces are co-operating and are watching the progress of the study carefully. It is part of the agreement with C.M.H.C. that the study techniques being developed and the report to be produced by the study must have application to other parts of Canada, as well as to Ontario.

The study is directed at means of preventing blight, and it is expected to result in the production of some suggested standards, perhaps a bylaw or "code" for establishing appropriate standards, and possibly suggestions for legislation that will enable such by-laws to be passed and enforced.

The study is expected to be completed by the fall of 1960.

## ⊙ AREAS OF SUBDIVISION CONTROL

During 1959, 32 new areas of subdivision control were designated by municipal councils and 62 existing areas of subdivision control were altered or dissolved. Of the latter, all or almost all were enlargements of existing areas of subdivision control. At the end of the year, 301 municipalities in the Province had one or more areas of subdivision control - 24 cities, 63 towns, 39 villages, 170 townships, and 5 improvement districts.

Where there is an area of subdivision control but no planning board in existence,



applications for consent for conveyances or agreements affecting lands in such areas of subdivision control are sent to the Minister. A total of 181 such applications were received in 1959. Consent was granted for 169 applications; 11 were not recommended, refused, or withdrawn; and 9 applications were pending at the end of the year.

### ⊙ PLANS OF SUBDIVISION

Subdivision activity remained at a high level in 1959. New applications for approval of draft plans totalled 1,092, bringing to 13,454 the number of new applications received since the Branch assumed the responsibility for reviewing plans of subdivision 15 years ago. In addition, 242 revised draft plans were received by the Branch in 1959.

During the year, 922 draft plans were approved, 25 applications were withdrawn, 141 draft plans were not approved, and the approvals of 5 draft plans were withdrawn.

A total of 780 final plans of subdivision were approved in 1959, one less than the total for 1958. The approvals of 12 final plans of subdivision were withdrawn.

### ⊙ FIVE-PERCENT LANDS FOR PUBLIC PURPOSES

Last year saw the largest number of applications in any year so far for the approval of sales, purchases, and cash-in-lieu transactions affecting five-percent lands in plans of subdivision. The total number of approvals for the year was 121 - 82 sales, 13 purchases, and 33 cash-in-lieu payments. The total number of approvals for 1958 was 99, made up of 62 sales, 30 purchases, and 7 cash-in-lieu transactions. The total amount of money involved in the approved sales was over \$530,000, while the approved purchases were slightly over \$300,000. Cash-in-lieu transactions totalled slightly less than \$120,000, for a total of all categories of approval of over \$950,000.

These amounts do not necessarily represent the value of all of the lands affected by these approvals, as in some cases there is an exchange of lands without any money payment involved.

### ⊙ CONFERENCES AND WORKSHOPS

The Community Planning Branch sponsored eight planning workshops during 1959. These were held in Pembroke, Sarnia, Belleville, Elgin County, York County, Haldimand County, Wellington County, and Ontario County. A total of 232 municipalities were represented at these workshops and a total of almost 600 persons attended.

The policy was initiated in 1958 of holding two conferences each year to provide opportunities for the senior planning staff of planning boards to meet with senior staff of the Community Planning Branch to discuss matters of common interest. These conferences are intended to develop a better understanding at the staff level of community planning under Ontario legislation and to subject administrative policies to careful scrutiny with a view to effecting improvements.

In 1959, two of these Ontario Planning Staff Conferences were held, following out this policy. The first was held in April, with 40 planning officials representing 16 planning boards in attendance. Among the subjects discussed were procedures and techniques involved in the preparation and processing of official plans, and particularly of amendments to official plans. The second conference was held in December, with



49 officials of 29 planning boards in attendance. The agenda for this conference was arranged to provide for discussion of a wide range of general subjects.

## ◎ FIELD SERVICE

Almost 300 planning boards or municipalities were visited by one or more members of the staff of the Community Planning Branch during 1959. A number of places were visited more than once during the year, so that the total number of individual visits was more than 650. This latter figure is about 100 greater than the figure for last year.

The Community Planning Branch regards as one of its most important functions the offering of direct assistance to planning boards, municipal councils, and municipal officials in matters pertaining to planning. Visiting planning boards and municipal offices is one way in which the Branch tries to carry out this responsibility. Apparently this is a popular service, because the Branch at all times has on hand more requests for visits than it can handle as promptly as the Branch - and presumably those submitting the requests - would wish.

## ◎ PUBLICATIONS

The Community Planning Branch continued to issue various publications in 1959. A total of 30 new publications or revisions of earlier publications were issued during the year. As already mentioned, a consolidation of The Planning Act, 1955 was prepared and given wide distribution. Nine issues of ONTARIO PLANNING appeared during the year - one more than in each of the previous two years. The circulation of each issue, as at the end of 1959, was 3,864 copies.

The publications issued by the Branch in 1959 included an introductory bibliography on community planning, a selected bibliography on planning for planning staff, a preliminary official plan bibliography, a draft manual on amending the official plan, and a sample official plan amendment.

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# ONTARIO PLANNING

1960, Volume 7, No. 4

## SUMMARY OF LEGISLATION AFFECTING PLANNING, 1960

This issue of ONTARIO PLANNING is devoted largely to a brief summary of some of those enactments made during the recent Session of the Legislature that are of particular interest to planning boards and others directly involved in community planning in Ontario.

What follows is not a comprehensive list of all such enactments, of course. It merely draws attention to some of the more important new Acts or amendments to existing Acts that affect planning. Even where reference is made to a particular statute, only those 1960 amendments of particular concern to the field of planning are mentioned. For complete information and for accurate reference, the annual volume of the statutes enacted during 1960 should be consulted, when available.

Following the usual practice of the Community Planning Branch, a new consolidation of The Planning Act, 1955 incorporating the 1960 amendments has been prepared and distributed to planning boards, committees of adjustment, municipal clerks, planning consultants, Ontario land surveyors, and to many others involved in the community planning process in Ontario.

### ⊙ THE PLANNING ACT, 1955

(Amended by The Planning Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 83.)

#### Definition of "Minister" - Section 1, clause e

This clause is amended so that the reference to "Minister" throughout The Planning Act, 1955 is to the Minister of Municipal Affairs, rather than to the Minister of Planning and Development, as formerly. This amendment became effective as of April 1, 1960, and is complementary to the transfer of the Community Planning Branch from the Department of Planning and Development to the Department of Municipal Affairs on that date.

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COMMUNITY PLANNING BRANCH

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Rehabilitation of Buildings in Redevelopment Areas - Section 20(a), clause a  
Formerly, this clause empowered municipalities to construct buildings in redevelopment areas, with the approval of the Minister. The clause is now amended so that this power is broadened to include the repair, rehabilitation, and improvement of existing buildings, as well as the construction of new buildings.

Urban Renewal Studies - Section 20a

This is a new section. It authorizes municipalities, with the Minister's approval, to enter into agreements with any governmental authority for the carrying out of studies relating to the physical condition of the municipalities concerned or of parts of these municipalities. This new provision is intended to simplify the procedures for securing the approval of the Province as a prerequisite of a municipality obtaining financial assistance from Central Mortgage and Housing Corporation in the conducting of urban renewal or related studies.

Assistance in Acquiring and Clearing Redevelopment Areas - Section 20b

This also is a new section. It authorizes the Minister, with the approval of the Lieutenant Governor in Council, to enter into agreements with municipalities for the Province to make financial contributions to the redevelopment of redevelopment areas designated, with the approval of the Minister, under section 20 of the Act. It is intended that the Provincial Government's programme of providing financial assistance to municipalities in the acquiring and clearance of redevelopment areas will be administered under this new section. The section provides for the inclusion of such terms and conditions as are approved by the Lieutenant Governor in Council in agreements entered into under its authority. The Lieutenant Governor in Council must also approve the amount of the payments to be made.

The present policy of the Government in regard to Provincial financial assistance to municipalities for the acquiring and clearance of redevelopment areas is outlined in the May, 1959, issue of Ontario Planning.

Design and Erection of Public Buildings - Section 27b(1), paragraph 23

This new paragraph authorizes municipalities to pass bylaws for requiring that competent professional persons must design; prescribe the specifications for; and control and supervise the erection, construction, and alteration of; all public buildings to be erected or constructed in the municipality. The new paragraph includes a definition of the term "public buildings" for the purpose of the paragraph.

The tragedies visited upon a number of Ontario communities in recent years through the collapse of skating and curling rinks from the weight of ice and snow has been a matter of great concern to responsible officials in municipalities across the Province. The definition of "public building" specifically includes these two types of structure with many "other buildings and structures that are to be used or offered for use as places of public assembly".

Validity of Bylaws Amending or Repealing Zoning Bylaws

The amending statute (The Planning Amendment Act, 1960 - S.O. 1960, chapter 83) contains in section 5 a substantive provision which is designed to overcome the effect of the decision of the Supreme Court of Canada in the case of the Township of Scarborough v. Bondi, subject to any rights already acquired.

This enactment provides, in part, that "a bylaw repealing or amending a bylaw passed under section 390 of The Municipal Act or a predecessor of that section is not invalid and shall be deemed never to have been invalid solely because of the lack of approval by the Ontario Municipal Board prior to the passing thereof by the municipal council". It also provides that this "does not apply to a bylaw that never at any time received



approval by the Ontario Municipal Board and does not affect the rights acquired by any person from a judgment or order of any court prior to the day on which this Act comes into force, or affect the outcome of any litigation or proceedings commenced on or before the 23rd day of March, 1960."

As a substantive provision of The Planning Amendment Act, 1960, this provision will not appear as an amendment to The Planning Act, 1955. However, the 1960 consolidation of the latter Act recently prepared and distributed by the Community Planning Branch carries it as a parenthetical note following section 27a(10).

#### Date of Coming Into Force

These amendments, except that to section 1, came into force on April 12, 1960. As already noted the amendment to section 1 is deemed to have come into force on April 1, 1960.

### ⊙ THE CONSERVATION AUTHORITIES ACT

(Amended by The Conservation Authorities Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 11.)

#### Acquisition and use of lands for parks - Section 15, clause gg

This clause has been amended to make it clear that conservation authorities can use lands acquired in connection with conservation schemes for park as well as other recreational purposes.

#### Date of Coming Into Force

This amendment came into force on April 12, 1960.

### ⊙ THE ENERGY ACT, 1960

(Statutes of Ontario, 1960, Chapter 30.)

#### Applications for leave to construct pipe lines - Section 12(2)

The Energy Act, 1960 is a new Act, replacing The Pipe Lines Act, 1958 and incorporating a number of new provisions.

Section 12 deals with applications to the Ontario Energy Board for leave to construct pipe lines. Subsection 2 of this section provides that a notice of all such applications must be sent to the Department of Municipal Affairs, as well as to other specified departments. This replaces the provision of section 3(2) of The Pipe Lines Act, 1958, which named the Department of Planning and Development as one of the departments to receive notices of applications to the Ontario Fuel Board for such leave to construct pipe lines. The transfer of this requirement to The Energy Act, 1960 and the inclusion of the provision that notices of these applications are to be sent to the Department of Municipal Affairs ensures that the Community Planning Branch will be able to continue to assist planning boards, municipalities, and applicants for leave to construct pipe lines in co-ordinating the planning and construction activities within the areas affected by new pipe lines.

#### Date of Coming Into Force

This new Act will come into force on a day to be named by the Lieutenant Governor by his proclamation.

## ⊙ THE HIGHWAY IMPROVEMENT ACT, 1957

(Amended by The Highway Improvement Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 44.)

### Study Reports of Highway Needs - Section 22a

This is a new section which enables the Province to give financial aid to urban municipalities to assist them in making studies of their highway problems. It provides that the Minister and the Council of a city, town, or village may enter into an agreement for the preparation of a report, being a study of the development and improvement of the road system in the city, town or village in relation to the King's Highway, and the Minister may direct payment out of the moneys appropriated therefor by the Legislature of a sum not exceeding 75% of the cost of the report.

Inquiries or applications for assistance under this new section should be addressed to the Director of Planning and Design, Department of Highways, Parliament Buildings, Toronto.

### Date of Coming Into Force

The amendments to this Act came into force on April 12, 1960.

## ⊙ THE MUNICIPAL ACT

(Amended by The Municipal Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 69.)

### Inter-urban Administrative Areas - Section 24(1)

This subsection authorizes the Municipal Board to create inter-urban administrative areas for the administration of certain specified municipal operations, upon the application of a municipality. This subsection is now amended to delete planning as one of the purposes for which an inter-urban administrative area may be created. This is intended to make it clear that the establishment of joint planning organization by two or more municipalities will be done under The Planning Act, 1955 and not under The Municipal Act.

### Auditing books of local boards - Section 247

This section as re-written this year provides that the auditor of a municipality has right-of-access at all reasonable hours to all books, records, documents, accounts and vouchers of any local board of the municipality, as well as those of the municipality itself. It also provides that the auditor of the municipality is entitled to require from the members and officers of local boards, as well as from members of the municipal council and officers of the municipality, such information and explanation as in his opinion may be necessary to enable him to carry out such duties as are prescribed by the Department of Municipal Affairs. A further provision in the section as re-written is that the auditor of the municipality is entitled to attend any meeting of any local board of the municipality, as well as meetings of the municipal council. He is entitled to receive all notices of such meetings and to be heard at any such meeting that he attends on any part of the business of the meeting that concerns him as auditor.

Planning boards and committees of adjustment are considered local boards for the purposes of this section.

Section 9 of The Planning Act, 1955, provides that, in the case of a joint planning area, the accounts and transactions of the planning board are to be audited by an auditor of the designated municipality.



Pedestrian Malls - Section 388(1), paragraph 107a

This new paragraph authorizes the councils of local municipalities to pass bylaws, subject to the approval of the Minister of Transport, to establish all or any part of any street solely or principally as a way for the use of pedestrians and for prohibiting the use thereof by vehicles or any class thereof except to such extent or for such period or periods as may be specified.

Date of Coming Into Force

These amendments came into force on April 12, 1960.

⊙ THE MUNICIPALITY OF METROPOLITAN TORONTO ACT, 1953

(Amended by The Municipality of Metropolitan Toronto Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 72.)

Agreements respecting plans of subdivision - Section 180(1) and (2)

Subsection 1 of this section lists those sections of The Planning Act, 1955 in respect of which the Municipality of Metropolitan Toronto shall be deemed to be a municipality. This year's amendment adds section 26 to these sections, so that the Municipality of Metropolitan Toronto now has powers similar to those exercisable by other municipalities in respect of subdivision agreements. Subsection 2, which is new, is complementary to this and provides that the metropolitan corporation may enter into agreements with area municipalities or persons relating to conditions of approval of plans of subdivision and shall be deemed to have always had authority to enter into such agreements.

Date of Coming Into Force

This amendment came into force on April 12, 1960.

⊙ THE PARKS ASSISTANCE ACT, 1960

(Statutes of Ontario, 1960, Chapter 80.)

This is a completely new Act designed to provide for financial assistance to municipalities in the establishment of parks to be maintained and operated for the use and enjoyment of provincial parks. The Act will be administered by the Minister of Planning and Development through the Conservation and Parks Branch of the Department of Planning and Development, to which Branch any enquiries about assistance available under the Act should be addressed.

The principal provisions of this Act are as follows:

Provincial Contribution - Section 3

The Minister is authorized, upon the recommendation of the Ontario Parks Integration Board and with the approval of the Lieutenant Governor in Council, to make grants to municipalities for the acquisition of land for an approved park, the development of an approved park, and the conversion of a provincial or public park into an approved park. The maximum grant in respect of any one park is \$50,000 or 50% of the total cost of acquiring the land and developing the park or the cost of converting a provincial or public park into an approved park, whichever is the lesser.



Joint Undertakings - Section 4(2)

The Act provides for joint action by two or more municipalities in establishing, developing, and operating approved parks.

Applications for Assistance - Section 5

This section provides that applicants for assistance under this Act shall file with the Ontario Parks Integration Board plans and specifications of the proposed park in accordance with the requirements of the regulations and such other information as the Board may require.

Management of Approved Parks - Section 9

This section provides that, unless otherwise provided in an agreement, where a municipality has a Board of Park Management under The Public Parks Act or The Municipal Act, it may appoint such board to manage and control any approved park established in the municipality.

Bylaws affecting Approved Parks - Section 10

This section stipulates the degree of control which may be exercised by municipalities over the use of approved parks by outlining the various matters over which a council may pass bylaws affecting such parks.

Regulations - Section 11

This section provides that the Lieutenant Governor in Council may make regulations prescribing the terms and conditions upon which and the manner in which grants may be made under the Act, respecting plans and specifications to be submitted with applications for assistance, prescribing the uses to which an approved park may or may not be put and the facilities and accommodations that may be provided therein, and respecting any other matter necessary or advisable to carry out the intent and purpose of the Act.

Regulations were made under this provision on May 19, 1960, and were filed with the Registrar of Regulations as O. Reg. 140/60 on May 31. They appeared in the June 11, 1960, issue of the Ontario Gazette. Copies are available, on request, from Mr. A. H. Richardson, Director of the Conservation and Parks Branch of the Department of Planning and Development.

Date of Coming Into Force

This Act came into force on June 11, 1960.

⊙ THE PUBLIC HEALTH ACT

(Amended by The Public Health Amendment Act, 1960 - Statutes of Ontario, 1960, Chapter 92.)

General Health (Sanitary) Bylaw - Section 131(3)

This section prescribes that the general health (sanitary) bylaw set out in Schedule B of The Public Health Act is in force in every municipality and provides that the council of every municipality may pass bylaws with the approval of the Minister of Health for making additional requirements in respect of any matters dealt with by the bylaw. The bylaw in Schedule B covers such matters as the duties of medical officers of health and sanitary inspectors, the maintaining of premises in a sanitary condition, the provision and maintenance of proper sanitary facilities, etc. The amendment this year provides that the Lieutenant-Governor in Council may make regulations prescribing that the bylaw in Schedule B, or any of the matters dealt with in that bylaw, shall apply mutatis mutandis to territory without municipal organization or any area forming a part

thereof designated by the regulations. This will permit a desirable degree of control in areas without municipal organization adjacent to municipalities in northern and northwestern Ontario.

Date of Coming Into Force

This amendment came into force on April 12, 1960.

⊙ THE PUBLIC LANDS ACT

(Amended by The Public Lands Amendment Act, 1960 - Statutes of Ontario, 1960,  
Chapter 94.)

Harbour Areas for Pleasure Craft on Crown Lands - Section 14(2)

Subsection 2, which is new, enables the Province to set apart Crown lands as harbour areas for pleasure craft.

Land-Use Regulation in territory without municipal organization - Section 14b

This is a new section designed to ensure a proper degree of control over the use of lands in territory without municipal organization. It permits the Minister of Lands and Forests to designate any area in territory without municipal organization as a restricted area. No person may erect any building or structure or make any improvements on any lands in such a restricted area except under the authority of a permit issued under The Public Lands Act. The erection of buildings or structures or the making of improvements on lands for the purpose of the exploration or development of mines, minerals, or mining rights is not affected by this new section.

Unlawful Occupancy of Public Lands - Section 19a

This new section provides for a penalty for entering into possession of public lands without lawful authority and erecting buildings or structures or making improvements on such lands.

Date of Coming Into Force

These amendments came into force on April 12, 1960.

\* \* \*

⊙ SUDBURY AREA WORKSHOP

Approximately 80 representatives of 15 municipalities in the Sudbury area attended a Community Planning Branch Workshop held at the Nickle Range Hotel in Sudbury on March 22nd and 23rd.

While a considerable portion of the discussions centered on the Sudbury area report released at the Workshop, outlined elsewhere in this issue of "Ontario Planning", participants managed to raise questions on every possible aspect of planning.

On the second day of the Workshop, those attending were divided into smaller discussion groups for the purpose of considering these questions and finding answers, where possible.

While ranging over the entire planning field the questions raised emphasized certain basic problems. Among these were:



- the relationship between individual municipal councils and a joint planning board - there seemed to be a fear that the operation of a joint board might reduce substantially the authority of the councils.
- the difficulties of administering a planning policy in unorganized townships in the absence of extraterritorial jurisdiction.
- the basis for the location and use of lands and the disposition of funds secured under the 5% provision, Section 26, The Planning Act, 1955.
- the establishment and enforcement of subdivision agreements requiring subdividers to provide certain specified standards of services.
- the meaning of the term "Green Belt" - - this term was used once and was immediately followed by at least 6 radically different interpretations ranging from a "comprehensive park and open space programme" to the theoretical "open space ring completely surrounding the urban centre".
- the factors to be considered in determining a satisfactory relationship between the amount of land development activity occurring and current and anticipated demands.

Dr. E.G. Pleva, University of Western Ontario, was guest speaker at a luncheon tendered by the City of Sudbury during the Workshop. In his remarks, Dr. Pleva emphasized the need for a regional framework within which area problems could be solved and in which each municipality could realize its position and role. He felt that the study of the Sudbury Area conducted by the Community Planning Branch would be valuable as a basis for regional understanding.

Mr. Tyne Castonguay, Clerk-Treasurer of Blezard and Chairman of the Chelmsford-Blezard Valley Municipal Association, and Peter Semler, Chairman of The City of Sudbury Planning Board, acted as Chairmen for several of the workshop sessions.

## ⊙ SUDBURY AREA STUDY

As part of its programme of studies of various parts of the Province, the Community Planning Branch has recently completed a report entitled "The Sudbury Area - Factors of the Regional Environment".

This study covers an area of 900 square miles embracing 19 organized municipalities and 11 unorganized townships.

The reasons for this study are basically the same as those for the Niagara, St. Lawrence and the current Hamilton-Toronto-Oshawa area studies; that is (a) to provide a sound basis for administrative decisions made by the Minister under The Planning Act, 1955, and (b) to assist municipalities, and groups of municipalities, in the preparation of their planning programmes by providing current information on regional factors having important influences on the form and content of the local programmes.

The specific direction of the Sudbury study was different from the other studies which the Branch has conducted in that its emphasis was upon (a) the nature and extent of subdivision activity in the 1946-1958 period and (b) the relationships and interdependencies of the various municipalities in the study area.



Rapid population growth, and anticipations of growth, over the past 15 years have initiated a pace of subdivision activity seemingly far in excess of the short and medium-term market for lots. This has resulted in many subdivisions being seriously undeveloped.

It is not unusual to find throughout the area many subdivisions in which only 20-30% of the lots have been built upon. The difficulties (both private and public) inherent in the under-development of individual subdivisions are aggravated by the scattered pattern of urban development forced by the "alternate bedrock outcrop and soil pocket" nature of the Canadian Shield. This is particularly evident in the southern and central parts of the area studied.

An increased interest in the establishment of planning areas has raised the question of the most satisfactory arrangement of municipalities for planning organization purposes. Should it be as a number of single independent planning areas, a series of joint planning areas, one large joint planning area for the whole area with a number of subsidiary planning areas, or what?

The most appropriate arrangement is dependent upon a number of varied factors, including the state of public understanding of municipal problems, the historical associations between municipalities, the personalities of the advocates and administrators of planning, the economic ability of individual municipalities to carry out an effective planning programme by themselves, and a multitude of others. Many of the most influential factors, particularly those of a political and social nature, are difficult to measure. While not sufficiently intensive to uncover and define these most important elements, the report does seek to measure certain physical and economic characteristics which give some indication of the relationships which exist between municipalities and of the similarity or dissimilarity of their development problems. The factors measured include zones of influence of the principal retail centres, traffic movements, distribution of labour force relative to points of employment, population trends and natural features.

The report was presented to representatives of municipal councils and planning boards during the Community Planning Branch workshop held in Sudbury on March 22nd and 23rd.

#### ⊙ PROFESSIONAL COURSES IN COMMUNITY PLANNING

- in which registrants are eligible for Central Mortgage and Housing Corporation's Planning Fellowships

#### ... University of Toronto

The course is open to candidates having the equivalent of Bachelor standing in a discipline contributing to Town and Regional Planning. Successful candidates receive the professional Diploma in Town and Regional Planning after course work normally filling one academic year. It is also possible for Master's degree candidates in other subjects to follow part of the planning course and for approved graduate Architects to fulfil requirements for the degree of Master of Architecture by taking the planning course and, in addition, completing a thesis. Prescribed lectures and practical work deal with the literature, theory and principles of planning; with municipal engineering, law and government; and with field and studio exercises and reports based on developments actually occurring in the region. Elective courses are chosen in staff consultation to supplement the candidate's initial training. The Diploma Course is under the Division of Town and Regional Planning, University of Toronto.

... University of British Columbia

The course is offered in the Faculty of Graduate Studies and leads to a Master of Arts or Master of Science degree in Planning. The candidate may have any of a variety of Bachelor degrees, preferably in Economics, Geography, Architecture, Political Science, Sociology or Engineering. The course of study consists of a minimum of 30 units (usually two years), including 18 units of Planning subjects and at least four elective subjects (12 units) in allied fields. The core of the course is the planning workshop, designed to integrate the work covered in the other subjects through the solution of realistic planning problems. The course is directed by the University Committee on Community and Regional Planning, and is under the supervision of its Secretary, Professor H.P. Oberlander, School of Architecture, University of British Columbia, Vancouver.

... McGill University

The course in the Faculty of Graduate Studies is open to any candidate proceeding to a Master's degree in a discipline related to physical planning and in which the candidate has a Bachelor's degree or the equivalent (e.g. in Architecture, Economics, Engineering, Geography, Law, Political Science, Sociology and related social studies). The professional course for the Master's degree consists of prescribed work in one or more of these departments, together with the preparation of a thesis and participation in workshops and seminars. The course of study is supervised by the Interdepartmental Committee on Physical Planning of which the Chairman is Professor H. Spence-Sales of the School of Architecture, McGill University, Montreal. It is not usually possible to complete the requirements for a Master's degree at McGill University, including the thesis, in a single academic year.

... University of Manitoba

The course in the School of Graduate Studies is open to candidates holding a Bachelor's degree of recognized standing in either Architecture or Civil Engineering and who are proceeding to the degree Master of Architecture (Community Planning) or Master of Science (Community Planning). Course work requiring residence in Winnipeg can usually be completed in a single full-time academic year; it consists of prescribed lectures to round out undergraduate curricula and to introduce aspects of government, economics and social studies; in addition there are basic courses in enumeration, graphic analysis and presentation, as well as field visits and reports. The preparation of a thesis may be done after completion of other requirements. The course is directed by an inter-faculty group; inquiries should be addressed to Professor V.J. Kostka in the School of Architecture, University of Manitoba, Winnipeg.

... Fellowships and Bursaries in Planning and Housing

Up to fifteen Fellowships, valued at \$1500 each, are awarded every year. A limited number of Bursaries are also available. Each Bursary is of the value of \$800. The completed forms and documents must be in the hands of the Registrar of one of the above noted Universities by June 1st.

... This spring, Professor Gordon Stephenson left his post as head of the Town and Regional Planning Course, University of Toronto, to become the planning consultant to the University of Perth and Fremantle, Australia. Professor Stephenson brought a wide range of professional and academic experience to his former post. He will be missed greatly.



## ⊙ PLANNERS IN THE NEWS

### . . . Community Planning Association of Canada (C.P.A.C.)

Major-General M.L. Brennan of Ottawa was recently appointed National Director of C.P.A.C. and Mr. Jacques Simard of Preville, Province of Quebec, was elected president of the same organization.

The Community Planning Association of Canada is a national organization which promotes citizen participation in planning the orderly growth of Canadian cities and towns. It has divisional offices and branches across the country and a national office in Ottawa.

Major-General Brennan is the former adjutant-general of the Canadian Army. He saw service in England and North-West Europe and has a wide experience in the administrative field.

Mr. Simard, owner of the Franco-American Chemical Co. (1954) Ltd., in Montreal and President of Preville Limited, is a former National Director of C.P.A.C. He was formerly on the Canadian Housing Design Council and is a member of the American Society of Planning Officials and an associate member of the Town Planning Institute of Canada.

Other members of the Association's national council are:

Vice-President, F.J. Cornish, Q.C., Toronto; the Honourable Sir Brian Dunfield, Q.C., St. John's, Newfoundland; Roland Bedard, Quebec City; Alex Thomson, Arvida, Quebec; Roger Marier, Ottawa; Dr. G.B. Langford, Toronto; Dr. F. Gerald Ridge, Toronto; G.H. Templeton, Winnipeg; Mrs. J.R. Hoag, Regina; Denis Cole, Red Deer, Alberta; and J.H. Steede, Vancouver.

The annual National Planning Conference held by C.P.A.C. takes place in Hamilton, October 23-26.

For further information about the Conference please contact: Community Planning Association of Canada, National Office, 425 Gloucester Street, Ottawa 4, Ontario.

. . . Mr. Paul Pirie was recently appointed planning director, the Hamilton-Wentworth Planning Board. Mr. Pirie was born in Dundas, Ontario and is an honours geography graduate from McMaster University, Hamilton. He worked for the Hamilton-Wentworth Planning Board for six years before accepting the position of senior planner with the Calgary and District Planning Commission in 1959.

Mr. Patrick Horsburgh, the former planning director, resigned to take over his new duties of professor of architecture at the University of Nebraska.

. . . The Brantford and Suburban Planning Board have recently made two appointments to their technical staff: Harold W. Marr, planning board director; and Donald W. Walker, assistant planner.

Mr. Marr has held various jobs in planning and allied fields: as a township assessor; in the surveying department of Brantford's engineer's office; and four years with Central Mortgage and Housing Corporation. Since December 1959, he has held the position of assistant planner with the Brantford and Suburban Planning Board.



Mr. Walker worked with the City of Brantford assessment department before being appointed to the position of assistant planner.

• • • Lakehead Planning Area

Stanley Walter Bishop has been appointed to the technical staff of the Shuniah Planning Board. He was born in London, England, and was educated and worked in England in the field of building construction, municipal engineering, and planning. In 1957, Mr. Bishop worked in the engineering department of the City of Fort William, Ontario. He returned to England and worked for a year and a half with the Islington Metropolitan Branch Council, London, as a technical planning assistant. In July 1959, he returned to the City of Fort William to assume the position of co-ordinator of works.

Krystian Sowa has been appointed to the technical planning staff of Neebing Planning Board. He was born in Poland and graduated from a technical school in engineering. He continued his engineering training in England after the war. Since coming to Canada in 1952, he has held positions in various parts of Ontario and in Regina, Saskatchewan.

• • • "Mr. Planning" - Windsor Area

W. Donald McGregor, O.B.E., who recently retired as chairman of the Windsor and Suburban Planning Board, was honoured by Windsor officials this spring. He had been known as "Mr. Planning" of Windsor for the last 14 years.

He was named chairman of the Windsor planning committee in 1946. On completion of the committee's study, the Windsor Planning Board was organized. This Board was concerned with the planning problems of the City of Windsor and the surrounding municipalities. Mr. McGregor was chairman of this Board for many years. In 1956, when the planning board was reorganized as a joint and a subsidiary planning board, Mr. McGregor was elected chairman of both boards. In 1959, he continued as chairman of the Windsor and Suburban Planning Board, but remained only as a member of the Windsor Planning Board.

• • • William E. Thomson has recently joined the staff of the Burlington and Suburban Planning Board, as senior planner. From July, 1956 to May, 1960, he worked in the official plan section and area studies group of the Community Planning Branch. Mr. Thomson graduated in honour geography from McMaster University in 1952 and received his master's degree in urban geography from Indiana University the following year. From 1953 to 1956 he was working on his doctorate in urban, regional, and transportation geography at the University of Chicago. Mr. Thomson was employed with the Hamilton-Wentworth Planning Board as a research analyst before coming to the Community Planning Branch.

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# ONTARIO PLANNING

Volume 7, No. 5, 1960.

## PUBLIC HEARINGS AND PUBLIC RELATIONS

The success of planning programmes depends largely upon the degree to which the public has been informed about the programme. There seems to be a growing awareness by the planning boards in Ontario of the need to conduct public hearings.

In view of this interest, it may be timely to review the article entitled "Let the People Know" which was published in Volume 1, Number 4 of ONTARIO PLANNING, April 1954. Copies of this article are available on request.

We again are indebted to Fred H. Bair, Jr., editor and publisher of the newsletter, Florida Planning and Development, for allowing us to reprint the following article "Public Hearings and Public Relations" which appeared in the November 1959, issue.

The well-run public hearing is the democratic process with its sleeves rolled up. It is one of those rare occasions which bring citizens face to face to talk about government operations in which they are intensely interested.

There is no substitute for good public hearings. They should be promoted, preserved, and enhanced. One good hearing is worth 26.7 pounds of technical report, 9.2 cleverly illustrated brochures, and 139.54 column inches of press releases in developing public understanding and support of the planning process.

There are public hearings and public hearings, and books could be written about both kinds - - and should. In this article, we are talking about the public hearings concerning adoption or major overhaul of all or part of the comprehensive plan, the zoning ordinance, subdivision regulations, and things of that kind. There is also the public hearing which should, if possible, be a one-shot arrangement, because of the urgency of settling a specific case fast, one way or the other.

### • • • Not "How Few" but "How Many"

If something of far-reaching general public importance is under consideration, the

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question should not be "How few public hearings can we get by with under the law?"

If planners have good sense, the question will be "How many public hearings can we profitably hold on this, how can we get as much turnout as possible, and how can we arrange and conduct the hearings so that they produce increased support for planning, and maximum education for everybody - - including the technical staff, the planning board, and the general public?"

Planners have been known to march to public hearings in thin, heroic ranks, and to man suicide positions in a last-ditch struggle to defend the public welfare against onslaughts of hostile and barbarian hordes. This may be as magnificent as the Charge of the Light Brigade, but it doesn't make any more sense, particularly when large contingents of the public being "defended" turns up fighting in the barbarian ranks.

A public hearing should be a conference, not a conflict. And good public hearings require careful organization. They must be well prepared, well organized, and well run.

### . . . Preparing for the Hearing

Preparation involves more than getting maps and charts on the walls at the last minute. Except for introductory hearings, at which something brand new is to be explained and handed out for later discussion, the following steps are desirable:

1. Material on which the hearing is based should be distributed well in advance. There is no excuse for asking a public reaction to material the public hasn't seen, or hasn't had a chance to study.

Announcing that the material is available for study at City Hall isn't enough. If the whole works is too expensive to reproduce and distribute, at least get out a summary of the most important points. And get the information out in time. The planning commission which has worked months or years on a major opus is asking for trouble if it announces a hearing in 15 days and doesn't have material available for distribution up til the day before the meeting.

2. In the warm-up period preceding the hearing, and in times between hearings, arrange for study and discussion meetings with major interest groups. Try to get committees set up to represent such groups, and to present boiled-down reports of what the groups want, or suggest, or object to. This gets a lot of misunderstandings out of the way, induces study of the matter under consideration, substitutes (you hope) a well-considered report by the group for disorganized yammering by individual members, and (if you are smart) gives an opportunity to balance off groups with opposing interests.
3. Make it clear that the letters and written reports will have as much weight, and will receive the same careful consideration as oral presentations at the hearing. This makes it possible for people who will not be able to attend to state their cases, and it cuts down considerably on oratory at the hearing.

### . . . Conducting the Hearing

There isn't space here to go into the obvious props for the hearing itself - - maps and charts which are clear and can be read from where the audience sits, recording apparatus, and so on. Nor is there room to expand on the typical problems which will



usually arise - - problems caused by failure to read the material presented, by the chronic objector, by the mis-statement innocent and the lie malicious, and by intentional or accidental non-logic.

Certainly there should be awareness of the opportunities in public hearings, and every effort should be made to exploit them - - to explain and clarify, to indicate the way in which conflicts of interests balance, to locate areas of desirable compromise, to smother out malignant opposition and make it appear for what it is, and to develop public confidence in the planning board, staff, and process. No citizen who has seen a good planning board at work in a well-run public hearing should ever again think of it as a bunch of bureaucrats weaving red tape for their own amusement.

Here are some suggestions as to mechanics for conducting the hearing:

1. The chairman should indicate what the hearing is about and what it is not about, and should make it clear that comments off the subject will be discouraged.
2. He should indicate the general order in which the meeting is to proceed, as for example: (a) Reports by representatives of committees or organized groups on particular subjects or fields of interest; (b) Comments of individuals on the same subjects; and (c) Explanatory remarks or comments by members of the planning board or planning staff.
3. He should request persons wishing to be heard to step to the microphone, state, name and address, and make their comments, so that their statements can be recorded. And he should make it clear that the reason for this is to enable the planning board to consider comments in detail.
4. He should make it clear that persons wishing to elaborate on their oral comments, or to make additional suggestions, might do so by mail within a specified period.

In the course of the hearing, if it becomes obvious that an amendment is obviously justified, it would be well to arrive publicly and informally at the sense of the change, and to indicate that the board will work out details at a regular meeting.

At the end of a public hearing, it would be too much to expect complete harmony, but certainly there should be mutual understanding.

### • • • After the Hearing

Following the hearing, it is highly desirable to prepare itemized revision sheets, indicating the originator of the suggestion, the nature of the suggestion, comments by the planning staff or other technicians, and the decision of the planning board on each matter, with a brief statement of reasons for the decision.

A copy of the appropriate revision sheet, or better yet an individual letter, should be sent to each person presenting oral or written matter at the hearing, or in letters before or after the hearing.

## ⊙ THE PARKING PROBLEM

The first of the following two articles on parking discusses the relationship between the demand for curb parking and the capacity of a street for moving traffic.

The second article discusses in some detail a set of standards developed by San Francisco for off-street parking space needed for every new or rebuilt living unit.

• • • Parking and Street Capacities

reprinted from American City, November 1959.

"In any city the parking problem makes its first appearance in the central business district when the curb is no longer able to accommodate parking demand. The table indicates that the total demand for curb space exceeds the regulated curb supply in the average city before its population reaches 10,000. In the largest cities seven or eight persons seek to park at the peak, for every curb space available:

SUPPLY OF CURB SPACE				
		Number of Cities	Average Number Curb Spaces	Peak Parking Accumulation*
5,000-	10,000	2	710	490
10,000-	25,000	18	1,012	1,188
25,000-	50,000	16	1,598	1,950
50,000-	100,000	5	3,018	4,450
100,000-	250,000	13	2,475	4,130
250,000-	500,000	8	3,324	9,140
500,000-	1,000,000	4	2,933	13,590
Over	1,000,000	3	3,335	25,160
*At all types of spaces				

"A shortage of parking space in the central business district creates competition and contributes heavily to traffic congestion.

"Business cannot exist without transportation and transportation requires movement. But movement needs terminals, places to park at destinations. Streets are primarily intended for travel and a basic policy should be that whatever part of the street is needed for traffic must not be used for parking.

"No reasonable use of streets for parking should be prohibited or restricted until traffic demands become pressing. It should be remembered that the first purpose of the street, however, is to move traffic.

"Since World War II, unprecedented growth in size and number of neighborhood and suburban shopping centers, usually with generous provision of parking space, has focused attention on "decentralization", decay of downtown areas, and decline in property values. Much of this trend is ascribed to the inadequate supply of parking space.

"Downtown stores are losing some business to shopping centers and are not gaining business as fast as the suburbs. But they are gaining. A large proportion of downtown shoppers come by public transit and some of the downtown rejuvenation may come from new ideas in mass transit facilities.

"It appears that downtown parking spaces are worth from \$15,000 to \$20,000 each in annual retail sales in cities from 10,000 to 100,000 population. Many examples indicate that added parking spaces have a beneficial effect on downtown property values.

"In Quincy, Mass. the city in 1950 built a parking lot with more than 500 spaces in the rear of stores in the center of the business district and reports that neighboring stores retail sales increased as much as 80% and that store personnel more than doubled. One store reported a 60% increase in personnel and a 158% increase in sales. The layout of the facility is shown on page 949 of "Municipal Index 1954".

"Highway capacity studies, reported by the Highway Research Board and the Bureau of Public Roads, provide specific data on the effect of curb parking on highway capacity for handling moving traffic, as shown in the following table.

PRACTICAL CAPACITIES for Downtown Streets (Total Vehicles per Hour)				
Street width between curbs	Curb parking (allowed*)		Curb parking (prohibited)	
	Left turn allowed	Left turn prohibited	Left turn allowed	Left turn prohibited
39 feet	450	500	900	1000
40 feet	750	850	1400	1500
50 feet	1000	1100	1800	2000
60 feet	1250	1350	2200	2400
70 feet	1400	1550	2500	2800
*Parallel parking				

"These data are based on time signals showing green 60% of the time with commercial traffic averaging from 5 to 15% of the total volume. A 40-foot street without parking can accommodate as much traffic as a 70-foot street with parking.

"Some large cities have found it advisable to eliminate curb parking in the core of the central business district, at least during the business day, to expedite traffic movement. These cities have extensive mass transportation facilities and some have fringe parking lots with shuttle-bus or other transportation to the business district.



"Philadelphia, in 1952, placed a strict ban on curb parking in more than one hundred downtown blocks, effective six days a week from 8 am. to 6.30 pm. Bus speeds have risen 7.5%, accidents have decreased 10%, and private car speed has increased nearly 50%."

... A Method of Analyzing the Value of Off-Street Parking Space

By: William Marconi, Assistant Traffic Engineer  
City & County of San Francisco.

Reprinted from Traffic Engineering, February 1960.

"After a long trial and error process, San Francisco's Division of Traffic Engineering has evolved what it believes to be a workable set of standards for judging the feasibility of off-street parking space required under San Francisco's 'one-for-one' parking ordinance. The ordinance, requiring one parking space for every new or rebuilt living unit constructed in San Francisco, gave the San Francisco Department of City Planning the burden of enforcement without, however, developing any set of standards other than stating that 160 sq. ft. would be required for each parking space. When City Traffic Engineer, Ross T. Shoaf was asked for advice by the Department of City Planning, he developed a template type of analysis as the basic standard, which seems to work quite well, and allows building designers to lay out off-street parking space with a set of standards that will cover any situation.

.. History

"San Francisco, second largest city in population in the West, is, unlike most other cities in California, a crowded city. There are 780,000 people in its 48 square miles, much of which is taken up by military reservations or park area. The usual lot frontage is 20 ft., and when it is realized that over 300,000 vehicles are registered within the city, it is evident that there is a very considerable parking problem. Considering these points, the Board of supervisors in 1955, without much opposition, passed an ordinance requiring that one off-street parking space be provided for every new or reconstructed living unit with cooking facilities that would be built hereafter in San Francisco. The "With Cooking Facilities" clause thereby exempted hotels and motels. However, the Department of City Planning has some discretionary powers that it can apply to these types of living units. As all building permits must first be approved by the Department of City Planning, it was chosen as the enforcing agency for the 'one-for-one' parking ordinance.

.. Early Standards

"Because the Bureau of Engineering contained a Traffic Engineering Division, whose specialty, of course, was its knowledge of the automotive problem, the Bureau was soon called in to act as the consulting unit for the Department of City Planning. It was asked to judge if parking spaces provided by architects and builders were actually valid parking spaces that could and would be used by future tenants. While even very tight parking spaces can be entered by most automobiles if they are willing to spend the time and energy to maneuver into the space, it is evident that if an off-street space is too difficult to enter or has the possibility of being blocked by other vehicles, the motorist will more often than not, tend to leave his car in the street, thus defeating the purpose of the ordinance.

"The first standards tentatively used by the traffic engineers, were a modified form of the parking layout shown in the Bureau of Public Roads Parking Manual. They provided for 8 x 18 foot car spaces with 24 foot aisles for right angle parking. It soon became evident that these standards were not of much use for the following reasons:

1. The standards appeared to be too strict for locations where people use the same stalls day after day. Generally speaking, the standards provided that all cars could enter the stall in one maneuver which is not really necessary for a driver who is familiar with a parking stall.
2. There are too many situations where standards such as this could not be applied; i.e. apartment houses or private dwellings with one, two, three, four or five parking spaces.
3. The standard did not take into account many factors which were of considerable importance, such as where obstructions, such as posts and pillars would be located in relation to the parking stalls. In maneuvering into a stall, a vehicle often encroaches onto the edges of the adjoining stall. The presence of a post or pole at the end of a stall will prevent this encroachment and so make maneuvering and entering the stall much more difficult.

#### • • Analysis of Stall Adequacy

"After some experience with the problem, it was decided to develop a set of standards using an automobile template as the basis of analysis. The standards are shown on the accompanying illustration. The design automobile is 6½ x 18 feet, with a 15 foot inside turning radius. These dimensions cover most of the small and medium size cars. However, the turning radius is as large as that of the larger cars.

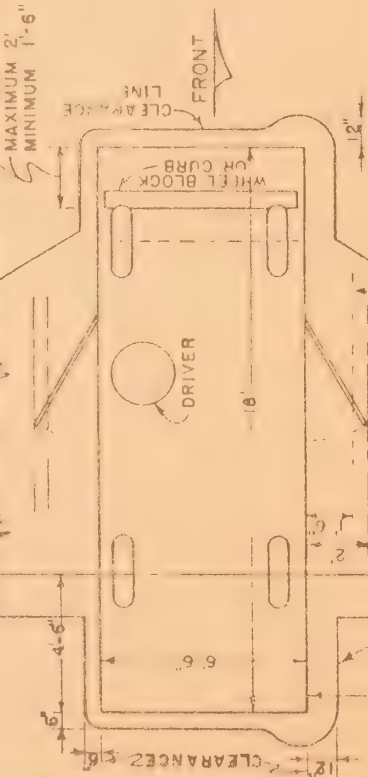
"For permanent parking, which is either apartment or home type parking, it is required that the template shown in the drawing be able to be maneuvered into each stall and that at least 50 per cent of the stalls should be able to be entered in one maneuver. (One maneuver is a direct drive into a stall without any stops involved. It may include turning of the wheels, however.) The other 50 per cent may be entered in either two or three maneuvers with, however, the restriction that no more than 20 per cent of the stalls would require three maneuvers to enter (two maneuvers is the back-in type parking and requires one stop and three maneuvers is basically making two passes at a stall, and requires two stops). The clearances shown on the drawing, 6" on the driver's side and 1 foot on the blind side, must be observed when maneuvering into a stall. It is assumed while testing any stall that all other stalls are filled.

"Transient type of parking such as is found in motels and hotels is treated in the same manner as permanent parking with two exceptions.

1. All transient stalls must be 8 feet six inches rather than 8 feet in width.
2. A minimum of 80 per cent of the stalls should be able to be entered in one maneuver and the remaining 20 per cent in two maneuvers. These stricter standards are felt to be necessary since transient parkers are not as familiar with the parking act in a strange location as people who live in an apartment and who are parking there regularly.



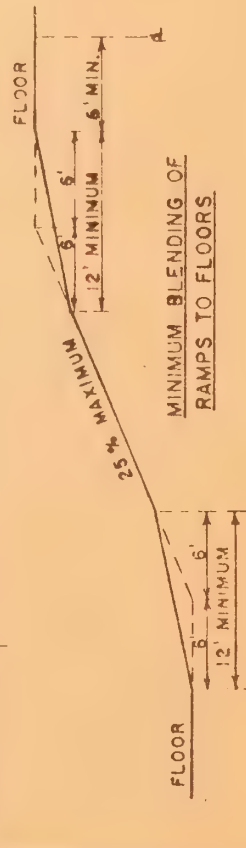
REPEAT OPPOSITE CUT-OUT FOR TEMPLATE  
LOCATION OF WHEEL BLOCK  
OR CURB IF USED.  
MAXIMUM 2"  
MINIMUM 1'-6"



USE OF TEMPLATE

1. CUT OUT OF CLEAR CELLULOID OR PLASTIC.
2. MINIMUM TURN IS MADE BY PLACING SHARP POINT IN HOLE MARKED "SWING POINT"
3. ALL OBSTRUCTIONS MUST BE "CLEARED AS INDICATED BY "CLEARANCE LINE".

SCALE:  $\frac{1}{4}'' = 1'-0''$



- ① TYPE OF PARKING: PERMANENT, APARTMENT & HOME TYPE PARKING  
TEMPORARY, MOTEL & TRANSIENT TYPE PARKING
- ② ALL STALLS MUST HAVE ONE FRONT DOOR OPENING AVAILABLE AS SHOWN.
- ③ MINIMUM STALL WIDTHS: PERMANENT, 8'-0"; TEMPORARY, 8'-6".
- ④ STACKED STALLS PROHIBITED: STALLS WHICH MUST BE EMPTIED TO PROVIDE ACCESS TO OR FROM OTHER STALLS ARE NOT ACCEPTABLE
- ⑤ ENTRANCE & EXIT WIDTHS ⑥ MINIMUM LANE WIDTHS  
NO. OF STALLS MIN. WIDTH  
3 OR LESS 8'-0"  
4 - 10 9'-0"  
10 - 50 10'-0"  
SIOR OVER 20'-0" OP  
ENTR. 10' & EXIT 10'
- ⑦ STALLS ENTERED OVER SIDEWALK: MIN. LENGTH SHALL BE 20'-0"
- ⑧ CONDITIONS REQUIRING TURN AROUND SPACE  
A.-BACKING ACROSS SIDEWALK, MAX. NO. OF VEHICLES PERMITTED = 25  
B.-MAX. BACKING DIST. 110', NO TURNS; -50', ONE OR MORE TURNS.  
C.-MAX. MANEUVERS FOR TURNING AROUND. = 3
- ⑨ MAXIMUM NO. OF STALL MANEUVERS.  

TYPE	NO. MANEUVERS	% OF STALLS	NOTE
PERMANENT	3 MAX. ALLOWED	20 %	MOVEMENT FROM AISLE TO STALL CONSIDERED 1 MOVEMENT.
	2 OR MORE	50 %	
	1 OR MORE	100 %	
TEMPORARY	2 MAX. ALLOWED	20 %	NORMAL BACK IN MOVEMENT CONSIDERED AS 2 MANEUVERS.
	1 OR MORE	100 %	
	BACK-IN STALLS ALLOWED		
- ⑩ BACK-IN STALLS ALLOWED  

TYPE	% OF STALLS
PERMANENT	50 %
TEMPORARY	20 %
- ⑪ URNS & MANEUVERS: CONTROLLED BY DESIGN FIGURE SHOWN ON TEMPLATE PLATE.

CITY AND COUNTY OF SAN FRANCISCO  
DEPARTMENT OF PUBLIC WORKS - BUREAU OF ENGINEERING

# REQUIREMENTS FOR PASSENGER CAR PARKING

APPROVED <i>[Signature]</i> CITY ENGINEER	DRAWN BY <i>[Signature]</i> TRACED BY <i>[Signature]</i> CHECKED BY	DATE 4-21-59	FILE LL25,833
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## .. Other Items

"There are a number of supplementary points in the standards beside the basic template maneuvering that must be met:

1. When a vehicle is parked, at least one door should be able to be opened a minimum distance of 1 foot six inches.
2. No blocked stalls are allowed.
3. Minimum entrance and exit widths depending on the number of cars parked. For three or less, this is 8 feet; for four through ten, 9 feet; ten to fifty, 10 feet; and fifty-one or over, 20 feet or two 10-foot exits.
4. Minimum lane widths corresponding to the entrance width standards.
5. Stalls fronting on the sidewalk have to be a minimum length of 20 feet so that larger cars will not usurp sidewalk space.
6. If over 25 vehicles are parked inside an area, a turnaround space must be provided so that numbers of vehicles will not have to back across the sidewalk. Also, a vehicle should not have to back over 110 feet after leaving the stall.
7. Maximum ramp grades are set at 25 per cent with adequate transition sections.

## .. Conclusion

"These standards seem to work quite well in San Francisco. It is possible that stricter standards might be desirable in a community with small population densities, but that, of course, is a matter to be determined by judgment and experience." (The underlining in these two articles is our own)

## ⊙ PUBLICITY FOR AN OFFICIAL PLAN

Municipalities confronted with the task of promoting public understanding of the official plan and proposed changes in the plan would be wise to study the recent experience of Barrie in publicizing a major revision and consolidation of their official plan.

To reach the maximum number of property owners in as effective a manner as possible, the municipality adopted the course of having the full text and maps printed on newsprint by a local newspaper, addressing the issue to all property owners through the addressograph equipment in the Assessor's office and distributing the full printing through the mails. The cost of 7000 copies of the issue, including postage, amounted to \$360.61 or .05¢ per copy.

Within the basic limitations of the medium used a most commendable job was done. The only modification that we might have suggested is that, in view of the rather imposing length of the official plan text, a short, simple statement of the purpose and effects of the Official Plan might have been introduced on the front cover of the special issue. The statement would have helped in answering questions like:

"How will the Official Plan affect the way I use my property?"

"Is the municipal council bound to carry out the various projects indicated in the Official Plan?"

"What is the relationship between this document and a zoning bylaw?"

## ⊙ SURVEY OF PARK VISITORS

The Cleveland Metropolitan Park District recently conducted a survey of the use made of their park land. The major findings are interesting because they draw attention to often overlooked needs in the field of recreation: - 69% of the visitors lived in one family dwellings, only 15% were apartment dwellers; 42% of the visitors came for a picnic, another 27% for rest and relaxation; most stayed for more than four hours; and 60% of the visitors were over 15 years old.

A more detailed breakdown of the visitors' principal activity follows:

41.9%	picnicking
27.8%	rest and relaxation
16.4%	swimming
2.7%	nature study
2.3%	walking
1.8%	fishing
1.4%	boating
1.0%	games
4.7%	other

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NA ONTARIO PLANNING  
9130 " NEWSLETTER

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no. 6

# ONTARIO PLANNING

VOL. 7, No. 6

+ Special



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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COMMUNITY PLANNING BRANCH

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⊙ REPORT ON MINIMUM STANDARDS  
OF  
OCCUPANCY AND MAINTENANCE OF DWELLINGS

An address by Boyde G. Gill, Research Assistant, Minimum Standards of Occupancy and Maintenance of Dwellings Study, to the 1960 Conference of The Ontario Building Officials Association, Windsor, Ontario, October 6th and 7th, 1960. This Study is being conducted by the Community Planning Branch of the Department of Municipal Affairs with financial assistance from Central Mortgage and Housing Corporation.

The chief objective of the study has been the production of a model code or set of minimum standards affecting the occupancy and maintenance of dwellings. This task has necessarily involved us in an attempt to determine, first of all, what standards shall prevail. A number of criteria which may be expressed informally, have served as a guide in the framing of a draft code. First of all, it must approach uniformity in its application over the widest possible area - namely Ontario. An element of flexibility must be introduced if the vast panorama of physical, social, and economic conditions in Ontario will ultimately condition local implementation. The document itself must be a model of simplicity, yet sufficiently inclusive in scope and coverage to provide for both easy facilitation and wide-spread usage. And even though we are talking about "minimum standards", it should be pointed out that we do not imply standards so minimum that they do not establish a criteria for improvement at all, nor standards so high that they become impossible to enforce. Rather we are seeking to develop "model" standards which will meet those conditions above, and which will provide a sound basis on which to make a community a better and more desirable place to live.

Naturally, when one assumes a standard, or set of standards for the maintenance of one's property, one must also assume that there are substandard conditions which are detrimental to the environment in which one lives and which prevent the normal functioning of a community's resources in the best interest of everyone who lives there. Therefore, before attempting to define minimum standards, we must determine what is a substandard dwelling.

I think you will agree with me, and in the light of these few remarks, that there can be no single definition - no single "yardstick"; that what we are trying to determine as accurately as possible, is relative to the time, place and circumstances in which it occurs. Therefore let us assume that a substandard dwelling does not meet the general acceptance of the neighbourhood or community in which it is found and would be considered unsuitable as a place to live for you and me and most responsible citizens interested in protecting the biggest investment most of us make in our lifetime - our home.

Next we must consider standards for what? In discussing maintenance and home improvement, it is fair to assume that we are aiming for acceptable standards of general fitness and suitability and so the ends or purposes may be briefly stated as follows:

- (a) to provide safety from fire,
- (b) to provide safety from physical injury,
- (c) to afford health protection,
- (d) to provide physical comfort,
- (e) to further the general appearance of the neighbourhood as a good place in which to live,
- (f) to protect neighbourhood property values.

What kinds of standards will meet these ends? They may be described under three classifications -

(a) Exterior Property Areas Maintenance:

eg: free from physical hazards, free from rubbish and garbage, safe drainage of storm water, suitable walks and accessory structures, prevention of insect and rodent harborage, safeguards to prevent unnecessary depreciation of surrounding property etc.

(b) Building Maintenance:

eg: safety precautions for foundation walls, stairs, porches, railings, exterior paint application, reconditioning of walls and roofs in dangerous condition.

(c) General Fitness and Occupancy:

1. Interior Structure-

eg: adequate ventilation, adequate draft producing equipment, general repair and maintenance of supporting structural members, floors, walls, stairs, ceilings etc., proper storage for garbage, elimination of insect and rodent infestation.

2. Basic facilities -

eg: potable water supply, hot water, minimum plumbing fixtures based on occupancy, required sewer connections, minimum space for food storage, means of egress, proper storage for fuel, minimum heating, electrical service in good repair etc.

3. Occupancy -

eg: required space in dwelling units, in sleeping rooms and number of persons permitted to occupy premises.

4. Light and ventilation -

eg: regulations governing natural light in habitable rooms and artificial or natural light in non-habitable areas, satisfactory ventilation and provision for electrical outlets.

Obviously, a housing code or by-law which attempts to cover most of the aspects of general fitness and suitability for occupancy purposes must be a combination performance and specifications document. This is to say, on the one hand, there are regulatory areas over which discretionary controls must be established. Performance standards are always identified by the use of such word and word combinations as . . . "kept in good repair" . . . "capable of bearing normally imposed loads" . . .



"adequately protected" . . . "satisfactorily maintained" etc. Examples of code sections where flexible standards of measure may be utilized to best advantage are as follows:

- (a) "The foundation walls of every structure used for human habitation, shall be maintained in good repair, and be structurally sound."  
- Model Code; N.Y. State Division of Housing 210.1
- (b) "All buildings and dwelling units shall be weatherproof and capable of being adequately heated with a reasonable consumption of fuel, and the heating equipment (if any) in any building or dwelling unit shall be in working order, and in good repair."  
- Toronto Housing By-law #14466 - 11 (1) 4
- (c) "That the exterior shall be maintained in a clean and tidy state to the satisfaction of the Inspector of Buildings."  
- Halifax Ordinance No. 50 - 3 (c)
- (d) ". . . When the building in the opinion of the Building Commissioner is beyond repair, he shall so state in his letter, and order the building to be demolished."  
- Windsor Housing Standards By-law #1718

On the other hand, there are regulatory provisions which lend themselves to more precise definition and where fairly standardized rules of measure have gained widespread acceptance. Several examples may be cited.

- (a) Minimum room area in square feet for sleeping purposes in the Ottawa, Windsor, Halifax and Toronto by-laws has been defined - 1 person per 50 square feet of floor area.

In the New York State Model Housing Code and in the housing by-law proposed by the Winnipeg Health Department, minimum gross floor area of at least 70 square feet is required.

- (b) In the light and ventilation standards established in the Toronto, Windsor and Ottawa by-laws, habitable rooms must have window area at least 10 per cent of floor area, and total area of open window must not be less than 5 per cent of the floor area of the room.
- (c) The Toronto, Windsor and Ottawa By-Laws require a minimum of 4 cubic feet of suitable storage space for food.

Such measures when supported by specific criteria may be conveniently interpreted, and easily facilitated if they are an approximate reflection of local area conditions, and if they strike a realistic mean for physical improvement. And of course, provincial sanction is more easily obtainable where there are obvious determinants or objective criteria to guide implementation. But it is equally clear that "rules of thumb" can not apply in every area of enforcement, and indeed, it is not desirable that they should. It may be that discretionary judgment which is required in determining certain housing standards will be qualified and tempered by individual administrator's skill, experience and professional training, and the practising of good public relations and 'personal diplomacy'.

The problem of deciding who is to administer a housing standards by-law is the most complex of all. We have reached no conclusions on this matter but, after

extensive research work in the field, some generalizations may be offered. The job of administration

- (a) is a function of existing patterns of local by-law enforcement. The choice of agency of implementation should reflect the organizational structure and general interest of municipal bodies,
- (b) and must take into consideration realistic budgetary and staffing capacity.

Generally, where housing codes have been adopted in Canada, administrative organization follows three basic forms:

- (a) responsibility lodged with a single agency
- (b) primary responsibility lodged with a single agency, but with a supporting system of inter-departmental cross-referral and/or inspection
- (c) integration of all enforcement agencies in a committee or board with equal, shared responsibility and co-ordination of all operations.

Of course, there are many variations of these three forms - especially in the United States where experience has been acquired over a longer period of time and has become more diversified. Most municipalities have found it expedient to assign the responsibility for the administration of housing codes to a single agency or department.

In Canada, the Toronto by-law is administered by the Department of Buildings and Development, and the Halifax ordinance is administered by the Department of Building. In Windsor, the power of enforcement is delegated to the Medical Officer of Health, the Building Commissioner and the Fire Chief. The Yarmouth Housing Code is administered by a Housing Committee appointed by Council and comprised of three members of council, the Medical Health Officer and a Housing Code Inspector who may or may not be the Building Inspector. In Ottawa, a Housing Standards Board has been created. The Board consists of the Assessment Commissioner, Building Inspector, Chief of the Fire Department, City Solicitor, Commissioner of Finance, Commissioner of Water Works, Commissioner of Welfare, Commissioner of Works, Director of Planning and Development and the Medical Officer of Health. The Commissioner of Welfare is the chairman of the Board and the Board has appointed an experienced fire inspector as its chief agent.

Again, area wide study has revealed that it is the building, health and fire departments which are most directly concerned with the operation of a minimum standards by-law. Health departments have, on the whole, restricted their approach to the housing field to questions of sanitation and similar nuisance situations. Health officials have provided much of the recent leadership in the development of housing standards and methods of enforcement, and this is especially true of Winnipeg and Regina.

Fire departments have increased their efforts in the fire prevention field. Most systematic inspection has been accomplished in commercially and industrially zoned areas, and though authority of many fire departments in the entry and inspection of residential premises is limited, many voluntary inspection programs covering these structures have been successfully initiated in municipalities all across Canada.



In most cities, the building official has the dual function of administering the zoning or restricted areas by-law and the building code. Potentially, the building department is in a stronger position to become a more effective instrument for urban development than any other municipal agency. In administering housing standards, building standards play a most important part. A basic knowledge of building regulations and practices is essential before installation of required facilities and equipment in existing buildings, and the repair of structural elements, facilities, and equipment. The only section of a housing code which would impose a new function upon the building department is that relating to sanitary conditions.

It should be stressed however, that successful administration of a housing code by by-law requires the assignment of full time, competent personnel to deal systematically with housing inspections and standards enforcement. A by-law is only as good as it is practised firmly and fairly.

Finally, attention should be drawn to code enforcement itself. Again, Canadian and American experience points up a plethora of techniques and procedures all of which have varying advantages and disadvantages subject of course in large degree, to local circumstances. At the present stage of the study, we are able to offer a broad survey of some aspects of enforcement, but little in the way of critical examination. A few observations merit special consideration however.

In the first place, the enforcement of a housing code requires a substantial amount of administrative skill. Enough factual information has been gathered to demonstrate that by-law enforcement from the penal approach alone is a dangerous and non-rational practice. The key to the implementation of the standards relies upon conciliation and negotiation. Moral suasion, education, and implied or actual threat to vacate premises which have been condemned, should be more strongly emphasized than criminal prosecution. The real difficulty in the enforcement of housing standards stems from the desired impreciseness of the requirements.

Among the methods of compliance which have proved successful in some cities is the informal hearing and housing court concept which has been highly developed in Baltimore. In this city, after the initial notice and a specified number of follow-up inspections and additional notices have been ignored, the case is immediately taken to court if there is still no visible evidence of willingness to cooperate. Usually, one magistrate has exclusive jurisdiction over housing matters and cases are processed on a specified day or days of the week. Informal hearings are used extensively. They are conducted by supervisory personnel, and an attempt is made to explain the nature of the violation and the action required to correct it. In the working out of a satisfactory solution, the citizen is given full opportunity to explain his problems.

A second form of compliance involves reliance upon a formal hearing system. The notice of violation informs the person so charged of his right of appeal within, a specified time. If an appeal is taken, a formal hearing is granted; if it is not, then the notice becomes the final order (subject of course, to appeal to a higher court to contest validity of the order). The three Ontario by-laws offer an interesting comparison of kinds of appeal devices. Windsor has established a Board of Review comprised of the City Clerk, a representative from the construction trade, the City Architect and judge. In Toronto, if the decision of council is appealed, an appointment for a hearing before a judge of the county court of the County of York may be granted. In Ottawa, the Ontario Municipal Board is the appeal body. Under this system, there is a considerable reduction in the number of cases taken to court. Usually, the code violator will comply after he has had a fair hearing.



The injunctive process, though seldom used, could become a forceful weapon of implementation. By this method, where recourse to the courts is made, a disregard for an order of compliance results in a contempt of court charge. The seriousness of the charge usually has the desired effect of bringing about the required action by the accused. Legal contestation against the injunction order is still possible, but the risk of losing a court case precipitates the collection of much more substantial evidence in a short period of time, hence the less desirability there is to undertake a defence such as this.

Maximum finest for violations vary in the extreme - from \$50. to \$300. While a fine of \$300. is perhaps adequate enough in the majority of single offences, a penalty of this amount is little deterrent to those entrepreneurs who prosper on the avails of slum properties in and around the central urban core. There may be some advantage in recommending a maximum penalty of \$500. but a smaller continuing fine ranging from \$10. to \$50. a day for each the the violation remains uncorrected has proven much more effective in obtaining the desired results in some American cities.

In smaller municipalities, more reliance upon persuasion, harassment, informal pressure and minor concessions, sometimes assures a stronger measure of enforcement, especially where there is little functional co-ordination between the municipal legal representatives and the legal courts. In the long run, these difficulties and independent jurisdictional peculiarities must be resolved if the enforcement program is to succeed.

⊙ THE COMMUNITY PLANNING BRANCH  
MOVES TO 801 BAY STREET, TORONTO 5.

On September 8th, the Branch moved to its new quarters at 801 Bay Street. The other Branches and Officers of the Department of Municipal Affairs are expected to move to this location in January, 1961. At present, they are located at 204 Richmond Street West, Toronto.

For the convenience of those wishing to telephone the Community Planning Branch - the following local extensions are listed: -

EM3-1211	<u>Local</u>
Director -	2-2293
Chief Planner -	2-2796
Administration -	2-1231
Design -	2-1631
Library (Branch) -	2-2315
Official Plans -	2-1495
Planning Organization	2-2192
Redevelopment	2-2826

	<u>Local</u>
Regional Studies -	2-2195
Subdivision -	2-1641
Zoning -	2-2846
General Information	2-1231

⊙ POPULATION INCREASES 10.3% in 4 YEARS

Canada's population in March, 1960 reached an estimated 17,732,000. Since the 1956 Census the population growth amounted to 1,651,000 or 10.3%.

Ontario had the largest numerical increase of any province in the period March 1, 1959 to March 1, 1960, rising 170,000 to 6,057,000 at March this year from 5,887,000 a year ago.

Estimated Population of Canada and Provinces Population in 1,000's

	<u>June 1, 1956</u>	<u>March 1, 1960</u>
Canada	16,081	17,732
Newfoundland	415	457
Prince Edward Island	99	103
Novia Scotia	695	721
New Brunswick	555	597
Quebec	4,628	5,088
Ontario	5,405	6,057
Manitoba	850	895
Saskatchewan	881	906
Alberta	1,123	1,273
British Columbia	1,399	1,601
Yukon	12	13
North West Territories	19	21

(Dominion Bureau of Statistics Daily Bulletin, April 5, 1960)

## ⊙ CORNWALL OFFICIAL PLAN

The Cornwall Official Plan was approved by the Minister, on August 23, 1960.

The plan gives a brief survey of the existing physical, social and economic conditions in the city together with population projections, future school needs and estimated land use requirements.

Planning policies include a staged development plan based mainly on the availability of municipal services; a plan for major traffic routes and control of adjoining property; and a plan for major land use categories including:

Residential, Commerical, Industrial, Public Open Space, Rural and Crown Land. Principles are also included for the defining of different types of uses within these broad categories in the zoning by-law.

The residential areas of the plan are divided into neighbourhoods and for each of these the amount of land estimated for schools, commerical use and public open space is set out on the basis of population.

Implementation of the plan will be by subdivision control, zoning by-laws, a capital works program and the formulation of secondary plans for the neighbourhoods in the plan.

The plan incorporates two significant principles: (a) a policy for the staging of development and (b) floating commerical policy allowing flexibility in the location and boundaries of commerical areas.

## ⊙ URBAN RENEWAL NOTES

Evidence of a steadily growing concern over the state of health of the built-up areas of Ontario municipalities continues to accumulate. Municipal councils and planning boards are showing a marked interest in problems of downtown commercial areas, off-street parking, blighted residential and commerical areas and neighbourhood rehabilitation and conservation measures.

Part of this interest has been stimulated by the availability of financial assistance to municipalities under Part V, National Housing Act, 1954, to conduct studies to identify housing problems and to devise means of dealing with these problems. These studies, generally known as "Urban Renewal studies", are not intended to constitute a total planning programme for a municipality, rather they should be considered as being special studies to supplement and clarify certain aspects (housing) of the planning programme carried out by the municipality.

The most recent studies completed, and reports published, include Sault Ste. Marie, Windsor and Kingston. A report on London is expected by the end of 1960; this study is of particular interest because of its integration with a traffic study financed by the Department of Highways. Reports are underway on Ottawa and Sudbury.

The Kingston report has proven very popular with 2,000 copies having been distributed to this date. A limited number of these reports are available through this Branch.



Condensed versions of the Windsor and Sault Ste. Marie reports have been prepared to permit the widest possible public distribution.

### • • • Redevelopment

An increasing number of planning studies, including the Part V studies, have and are pointing to the necessity of using redevelopment as one of the main tools in implementing official plans.

The first stage (20 acres) of Windsor's Central Area redevelopment plan is well on the way to realization with a Federal-Provincial public housing project under construction on the cleared site. The second stage of 9 acres, which proposes a change in use from the original residential to institutional and commercial, is presently being negotiated with the Federal and Provincial governments.

Kingston has recently requested the Minister of Municipal Affairs to approve the designation of a redevelopment area. This particular project contemplates spot (rather than complete) clearance, redesign of the obsolete street system and stimulation of individual property rehabilitation.

### • • • Rehabilitation

More attention is being given to the rehabilitation of declining residential neighbourhoods. The City of Toronto is presently studying various rehabilitation techniques (strict by-law enforcement, road closings, higher standards of municipal housekeeping, supplementing open space provisions, spot clearance, etc.) and the possibility of application of these techniques in the Riverdale area.

## ◎ URBAN TRANSPORTATION PLANNING MUST RESPECT LAND-USE NEEDS

Area Development Bulletin, 1960  
U.S. Supt. of Documents, Washington, D.C.

In commenting on the amount of land used for urban transportation, a recent issue of the New York Times noted that over two-thirds of downtown Los Angeles is devoted to freeways, streets, parking lots, garages, gasoline stations, and other facilities catering to the automobile. This is indicative of a serious problem which distresses many urban areas today.

Urban land is being subjected to great pressure to make way for roads, interchanges, and all the other land-consuming accessories of an "automocracy." Already some 70 million motor vehicles in the United States are contending for driving and parking space, largely in the Nation's expanding urban areas. What burdens will the Nation's cities face a mere 10 years hence when, according to a Bureau of Public Roads estimate, there will be close to 100 million vehicles in the country.

Despite transportation economist Wilfred Owen's warning that "we cannot be both motorized and urbanized," the continued ascendancy of the automobile in urban areas remains a fact. Since automobiles have become an important fixture in our

daily lives and most of them will be operating in metropolitan areas, how can we make urban travel efficient and at the same time maintain the integrity of essential urban functions.

As planner Victor Gruen states the problem:

"Will we be able to provide functioning, livable and workable cities to take care of the growing population - or will the overwhelming majority of Americans in the sixties have to live and work in human conglomerations which no longer have characteristics to which the terms 'urban' or 'city' apply?"

Some planners believe that what is needed to solve our urban transportation problems is a combination of new expressways and downtown parking areas. Others stress limited downtown driving and emphasize expanded public transit. One thing, however, appears certain: to be constructive, a transportation plan must respect the space requirements of those urban functions which make the city an attractive work-place to commerce, industry, and other forces for urban area growth.

This is especially pertinent today in that, out of the total 41,000 miles in the Interstate System of highways, almost 7,000 miles are scheduled to pass through urban areas. Commissioner Ellis L. Armstrong of the U.S. Bureau of Public Roads recently advised his engineering staff:

"Urban arterial highway plans not only must be adequate for future traffic needs but also must be in harmony with and be the integral part of over-all plans for urban area development and growth ...."

Transportation plans that hold to this concept deserve maximum consideration and support.

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# BUILDING PERMITS ISSUED

C A N A D A				O N T A R I O				Y O U R M U N I C I P A L I T Y			
		1958	1959	CHANGE %	1958	1959	CHANGE %	1958	1959	CHANGE %	
RESIDENTIAL	SINGLES	86,796	74,385	- 14.3	40,679	32,073	- 21.2				
	DOUBLES	15,501	12,615	- 18.6	5,742	4,166	- 27.4				
	APARTMENTS	46,347	41,745	- 10.9	18,584	17,324	- 6.8				
	TOTAL	149,144	128,745	- 13.7	65,005	53,563	- 17.6				
	NEW CONSTRUCTION	1,323,792	1,190,580	- 10.1	626,636	525,170	- 16.2				
	REPAIR CONSTRUCTION	57,078	64,681	- 13.3	22,399	26,926	- 20.2				
	TOTAL	1,380,870	1,255,261	- 9.1	649,035	552,096	- 14.9				
NON-RESIDENTIAL		VALUE IN THOUSANDS OF DOLLARS									
INDUSTRIAL	180,090	192,713	- 7.0	90,143	93,926	- 4.2					
COMMERCIAL	366,741	508,845	- 38.7	153,216	186,918	- 22.0					
INSTITUTIONAL & GOVERNMENT	425,626	418,958	- 1.6	203,332	185,639	- 8.7					
OTHER	3,432	3,299	- 3.9	1,990	2,192	- 10.2					
RESIDENTIAL & NON- RESIDENTIAL	TOTAL	2,356,759	2,379,076	- 0.9	1,097,716	1,020,771	- 7.0				

SOURCE: Dominion Bureau of Statistics - Building Permits, February, 1960 and Annual Totals











# ONTARIO PLANNING

SUPPLEMENT Vol. 7, No. 6

## PLANNING PHILOSOPHY TOWARD INHERITANCE

An address by the Honourable W.K. Warrender, Q.C., Minister of Municipal Affairs, Province of Ontario to the National Planning Conference of the Community Planning Association of Canada, at Hamilton, Ontario, on October 25, 1960.

I find that I have committed myself to talk to you this evening on a rather profound subject, "Planning Philosophy Toward Inheritance". Perhaps the hand of your executive should have fallen upon the shoulder of a philosopher, rather than that of a politician, for this pleasant task. However, as a politician and the Minister of the Crown responsible for community planning in the Province of Ontario, I do have some views on the subject - - perhaps not as profound as a philosopher would set before you - - that I would like to consider with you.

Let me begin by saying that I appreciate very much this opportunity of addressing in my home city of Hamilton this national Association devoted to the fostering of community planning in Canada. Perhaps some of you have not visited Hamilton before. I believe there was a tour of the Hamilton and Burlington area on Sunday afternoon, and I hope that any strangers to this keystone in the golden arch which sweeps around the western end of Lake Ontario will have taken advantage of that opportunity of getting at least a quick impression of the strength and vitality that characterizes Hamilton and its neighbouring municipalities.

Hamilton is favoured with a location that has great natural beauty and great strategic importance. You will find that we have exploited our economic advantage. Our harbour has been developed to a high degree, and our industrial accomplishments are well known from coast to coast and beyond. Not only is our excellent harbour linked to the ocean commerce of the world by the St. Lawrence Seaway, but Hamilton is also the focus of railway lines and highways. These transportation routes carry great quantities of materials to and from Hamilton. All of these things indicate the health and vitality of our industrial and commercial life.

My home city is not merely a complex of mills, factories, docks, shops, railways, and highways, however. It is a city of people and of homes,

of churches and schools, of hospitals and other institutions, and of parks and playgrounds. Many people think first of our mills and our factories and our harbour when they think of Hamilton, but we also have other features of which we are equally proud. We have places of great beauty in Hamilton - - the Royal Botanical Gardens of which the Rock Gardens form an important part, Dundurn Park - - indeed, the entire approach to the City from the north-west to mention a few. In the eastern part of the city, Gage Park is an outstanding beauty spot. Our mountain - - even though people from British Columbia may feel that it is only a slight rise in the terrain compared to their mountains - - is a landmark and a feature of great natural beauty.

I am not here to extol the beauty of Hamilton nor to laud the thrift, energy, and acumen of those of its residents who were mainly responsible for developing the important economic status the city enjoys today. I do think it important to draw attention to the fact that, albeit given a strategically important location, Hamilton is what it is today largely because of decisions and actions taken by Hamiltonians years ago - even generations ago. This is not peculiar to Hamilton, of course - - it applies to almost all urban communities which have existed for any considerable length of time. We see in European towns and cities, many of which have had a much longer life than any Canadian city, the patterns and physical character laid down centuries ago - - patterns and physical character that even massive destruction through war or other cataclysm has not been able to eradicate in many cases. Thoroughfares created by the Romans are still being trod daily by thousands of people across southern Europe. Over a much shorter span of history, streets laid down in the first surveys of most of our Canadian towns and cities - - and some streets and roads established even earlier - - are carrying the heaviest volume of pedestrian and vehicular traffic in the commercial centres of these communities. Many of these streets are unchanged in location and width from the time they were first established. The same goes for the size and location of parks and playgrounds and for the sites for schools, churches, and other institutions.

What is true for these individual elements of the community is also true for the overall pattern of the community. Indeed, the overall pattern of most of our communities has been the result of individual decisions concerning individual parcels of land or individual projects. The location of a single grocery store on a certain corner a hundred years ago has led in many instances to the development of commercial areas of considerable extent - - sometimes the central core of today's community. The building of a blacksmith's shop, a carriage factory, or a mill has led in the same way to the development of vast manufacturing areas. Many Canadian cities know how the decision to construct a railway line in a certain location in a town or city has exerted a tremendous effect on the pattern of later development of the community - - and even of adjacent communities. We all know of cities where these decisions about railway location may have had a beneficial effect, at least in the short run, through stimulating economic growth, but where the long-term effect on the realization of an attractive, economical pattern of physical growth of the community has been little short of calamitous.

I am sure we can all find in our own home communities many examples

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR



of good and bad resulting from decisions, individual or collective, made many years ago. We are sometimes apt to praise - - and rightly so - - those of our ancestors who have bequeathed us an inheritance of beauty in the community - - a fine park, stately public buildings, gracious residences, sweeping parkway systems, and well-designed residential developments. By the same token, we sometimes deplore the decisions taken by public bodies or private interests decades or generations ago that have been short-sighted and have impeded the development of a good community today.

We must be careful to avoid unjust criticism of our forebears, of course - - many of the decisions that we now wish had never been made, or had been made differently, were perfectly sound when viewed in the light of the conditions that existed at the time. We all know how much more accurate hindsight is than foresight. Most of our Canadian cities would have developed somewhat differently if the automobile age had been clearly foreseen two hundred years, a hundred years, or even fifty years before it was to burst upon us. However, there can be no denying that many decisions that have had a great effect, often detrimental, on the sound development of today's communities were not taken with sufficient forethought. Others deliberately ignored the community's long-term best interests for the short-term advantage of a private interest, or of an elected council, or of the ratepayers of the day.

I think all this has a vital lesson for us. At no stage in our history have there been so many decisions by various levels of government and by private interests, large and small, affecting the physical community of a future period with such force as are being made at the present time. While the new street laid out on the edge of an Ontario Village a hundred years ago may be creating problems today because of some aspect of its width or configuration that did not appear important then, what is likely to be the impact of the miles of subdivision streets laid out on the periphery of our urban communities across the country over the past few years? How will your Association react in a hundred years - - or even in ten or twenty years - - to the patterns of commercial development being created today? And what will the public of a generation hence think of the way in which we have provided public open space in our newly-developing areas of the 1960's?

We may not have perfect knowledge of the future - - no generation ever does - - but we do have the tools and the techniques to determine a good deal of what is possible - - even probable - - over the next five, or ten, or twenty years. We are well into a period of rapid technological change, and we know from our own experience what an impact some of the new developments can have on our way of life. We have learned not to treat as fantasy what responsible scientists and other specialists tell us can or will happen in the foreseeable future, in the way of new developments in power, transportation, communications, production techniques, and business and political organization. In the past, change has been relatively slow, and communities have had more time to adapt to change and to correct mistakes in judgment before too much harm has been done - - and still we find much fault with what we have inherited from the past.

Teachers of all ages have urged people to learn from their own experience, and surely the difficulties we face today as a result of unwise or selfish actions taken in the past in regard to various aspects of community



building underscore the need to act wisely and responsibly today if we are to enjoy tomorrow the quality of community conditions we have every right to expect and if we are to pass on to future generations the physical environment for good community living.

It might be asked why we should feel it a duty to bequeath a better physical community to future generations. Pure, unadulterated selfishness might justify looking for better things for ourselves in the years left to us, without any thought for those who are to follow. Why the use of the moral "should" when we talk about our responsibility to leave to the future something better than we received from the past? I am neither a philosopher nor an historian, but from my limited education and experience I believe that man as a social animal has always, or almost always, had a deep concern - - not necessarily conscious or well-articulated - - for those who are to follow. This seems to be deeply ingrained in human nature. It is manifest in the care of parents for their children as infants and in the feelings that give rise in most societies to the law and practice of inheritance.

The same principle would seem to lie at the root of the form and material of construction of many of the physical works created by man in all ages from antiquity to the present. Great cathedrals may have been erected to the greater glory of God and great monuments to the greater glory of their builders, but surely a longer perspective and a deeper insight into man's sense of responsibility to those who are to follow are necessary to explain why humble men down through the ages have built their simple dwellings of stone and brick and other durable materials when the needs of their own lifetimes would have been amply served by structures composed of materials that were cheaper and more easily worked - - but also more susceptible to the erosion of time. The attitude of the farmer to the land and to the family farm has also been given often as an example of the ingrained sense of responsibility of one generation for passing on to the next the inheritance of the past in at least a good condition as it was received - - and preferably in an improved condition.

As I have already said, I do not pretend to be a philosopher, and I must leave it to others to explain the philosophical basis for what I take to be an almost universal characteristic of human beings in healthy, civilized societies - - the conscious or unconscious desire of individuals and communities to pass on to future generations what was received from past generations in as good or better condition than it was when received. However, let me say that I find it difficult to explain the moral, intellectual, and physical progress that marks the history of most civilized societies if this principle is not operative.

Now, what are the practical implications of all of this for those of us who are interested in community planning in Canada in 1961? Are we not building today with durable materials and with the most up-to-the minute construction techniques? Are our municipalities not insisting on reasonably high standards of services in new developments - - below the ground, where they cannot be seen, as well as on the surface? Is not "planning" a good word now? We are all for planning, as we are all for virtue and against sin. But, as is also true in questions of virtue, we sometimes run into trouble when we get down to specifics. What kind of planning are we for? Planning for whom? Planning by whom?

If we are to create - - or re-create - - the quality of physical community that we would be proud to pass on to succeeding generations, there must be sufficient guidance, direction - - and regulation - - by appropriate agencies to ensure that the results of decisions by individuals, private corporations, and legislative and administrative organizations at all levels of government are brought into harmony in the realization of an accepted policy, pattern, and programme of development. This is essentially the planning function, of course. But it is not enough to pay lip-service to the idea of planning. Planning as a day-to-day operation has to be fully accepted as a legitimate - - more, an integral - - function of government at the appropriate level. I say "appropriate level" advisedly. I shall have more to say in a few moments about what I think is the appropriate level.

It is not so many years ago that people from many walks of life in Canada who were concerned about the quality of our physical community environment felt that the vital need was to sell the public on the need for planning. Your Association was formed with this as one of its principal objectives. I think that that job has been very well done, and no doubt your Association can claim part of the credit for this success. However, as I have just said, lip-service to planning is not enough. It seems to me that what we now need is a much better appreciation on the part of elected and appointed officials and on the part of the public generally of what is involved in the planning function. As we here all know, effective planning is not merely a paper process; it must affect public and private decisions and actions of many kinds. Government at all levels and the public must be made to realize that when they accept planning as a good thing, they are also accepting the idea of having their decisions and actions subjected to guidance, direction, and regulation. Some levels of government and various special-purpose governmental agencies may not be legally bound to follow the plans that are adopted or to subject themselves to the guidance, direction, and regulation that is involved, but, if planning is to be successful, these agencies must voluntarily conform to the plan, insofar as they are able to do so. Lest I be misunderstood, let me make it clear that I am speaking of Provincial Government departments and other Provincial agencies, as well as agencies at other levels.

Now I should like to return for a few moments to the question of the appropriate level of government to be held responsible for community planning. What I shall have to say on this subject will involve government policy, and therefore I must necessarily confine my remarks to the Ontario situation. However, I do not think that the underlying views of the other Provinces will diverge too far from ours, although the practice may not be the same in certain other jurisdictions.

We feel that governmental functions that are primarily local in nature should be the responsibility of local - - that is, municipal - - government and that governmental functions that are primarily provincial in nature should be the responsibility of the Provincial government. Obviously, there is nothing new in this - - surely it is the fundamental principle upon which all divisions of functions between governments with overlapping jurisdictions should be based, whether the division of functions is made through delegation or through some other process. This principle is not easy to implement in practice as it is to state in words, of course. Questions are constantly going to arise as to what is primarily local and what is primarily provincial in nature - - and, even when decided, these questions are not settled forever, because what is a local



function today may be a provincial function tomorrow, and vice versa. Also, ways of doing things develop rigidities through custom and usage, making it difficult to transfer a function from one level of government to another as rapidly as some people might like. Another source of difficulty may grow out of structural characteristics of one level of government or another which make it wiser to leave a function with one level of government even though it would seem theoretically desirable to transfer it to another. A further obstacle to the achieving of perfection in these things springs from the perennial problem - - where is the money coming from? Notwithstanding these difficulties, I still feel that the principle holds good.

It is generally regarded, I believe, that community planning is a primarily local function that should be the responsibility of local - - municipal - - government. This is not to say that there should not be participation in the local planning process by the Province. The Province cannot ignore the activities and problems of the municipalities it has created, and the Government of Ontario is attempting to keep as close to the planning situation in the municipalities as it can and, in doing so, is trying to offer various types of assistance to the local planning boards and municipal councils in their planning activities. However, the Ontario Government feels that the main responsibility for planning for the future development of local communities, large and small, in the Province should rest with the elected councils of those municipalities, advised by their appointed planning boards.

The view that community planning should be a local responsibility coincides with our conviction in Ontario that local Government should be strong, energetic, and responsible to the local electorate. The Prime Minister of Ontario, the Hon. Leslie M. Frost, in addressing the Association of Ontario Mayors and Reeves earlier this year, said that ".... it seems self-evident that in the complexity of government today local government should provide efficient administration at the community level. The best guarantee of this ... is a vigilant electorate and councils responsible to the electorate ..... It seems to me that to destroy and to interfere with local government to the detriment of all governments, because it is upon local government that higher levels of government to a large degree are founded." He went on to say that "local government is predicted on the theory that people in a community are not only likely to, but do know more about their requirements than anybody else ...."

During his remarks, the Prime Minister spoke of the very substantial financial assistance being given to the municipalities by the Provincial Government, in order that they may have the resources to discharge their duties satisfactorily. The Honourable Mr. Frost concluded his remarks by reminding his listeners that ".... independence and autonomy bring greatly added responsibilities. These we must face and meet if our democratic system of government is to be preserved."

I understand that your Association has undergone some slight re-organization recently. You are not alone. We are effecting a major re-organization of the Ontario Department of Municipal Affairs this year. Perhaps the feature of this development that is of most interest to your Association is the transfer to the Department of the Community Planning Branch, previously part of the Department of Planning and Development. The Ontario Water Resources Commission has also been transferred to the Department of



Municipal Affairs for administrative purposes. I count myself very fortunate indeed in having Mr. Lorne Cumming, for ten years Chairman of the Ontario Municipal Board, as my Deputy Minister in this enlarged Department. As you all know, he has a national and an international reputation as an expert in municipal affairs, and I can assure you that I find his knowledge, experience, and wisdom of inestimable value in the operation of the Department.

The announcement in January of this year of the changes to be made in the Department indicates clearly that the Provincial Government recognizes the local level of government as having very definite, very important functions and responsibilities. The principal function of the re-organization of the Department is to increase the ability of the Department to counsel and assist municipalities in the solution of their problems.

The Hon. Mr. Frost drew attention to the greatly strengthened and widened organization of the Department of Municipal Affairs in his address to the Association of Ontario Mayors and Reeves, to which I made reference a few moments ago. He said "... The purpose of this organization is not to usurp the powers of the municipalities; is not for the purpose of centralization. It is for the purposes of providing a Government Department with its ancillary organization which will be more capable of helping and advising the municipalities. It will be a Department which in fact is a friend to which municipalities can turn for advice. Rather than tending to centralization, the process will be one of decentralization wherever possible and eliminating some practices which may have been irritating over the years."

In suggesting that certain things which now seem to be an intrusion on the autonomy and responsibility of the municipalities should be removed, he stated that "... that is one of the purposes of the great re-organization of the Department which is under way. What I am speaking about imposes very definite responsibilities upon our municipalities. With wider services available from the Department of Municipal Affairs, there should be greater efficiency in municipal government."

As we all know, some of the more complex and pressing problems confronting municipalities today are those related to urban expansion, and hence the decision to integrate the Community Planning Branch into the Department. This important Branch will be given the resources necessary to permit it to deal more expeditiously with applications under the Planning Act and to enable it to increase substantially its advisory service to planning boards and municipalities. The Community Planning Branch is already in its new quarters in a new building where it will be joined in a few weeks by the rest of the Department. I can assure you that this reconstituted Department will bend every effort to helping local communities improve the quality of their planning over the years to come.

I am afraid I may have dwelt overly long on recent developments in only one of the ten provinces with which your Association is concerned. However, I am sure you will be able to understand my preoccupation with these important changes in the Department which it is my privilege to head. As some of you may know, I once before was responsible to the Legislature and, through it, to the people of Ontario for the administration of the Community Planning Branch. That was in another department of government. Five years have elapsed since, through a change of portfolios, the Community Planning Branch

and I parted company, but I have never lost my keen interest in community planning - - which began, incidentally, long before I was elected to the Legislature - - and I hope I may be forgiven if my enthusiasm has led me to talk too long about the Department, its re-organization, and the high hopes we have for increased service to our municipalities, especially in regard to planning.

While your Conference is perhaps concentrating its attention this year on planning in the smaller urban communities, I would beg your indulgence for a few moments more to mention a subject of increasing interest to you and others in the planning field - - and, incidentally, one that will again permit me to talk briefly about the Department of Municipal Affairs - - regional planning. We in the Provincial Government in Ontario are often urged to take over the function of regional planning. I hope I have made it very clear that the Ontario Government feels that community planning is a community responsibility even if the community is a region - - and I know some of the problems of defining the region! Ontario legislation provides the statutory basis for planning on a regional basis where the smaller communities in the region recognize their regional inter-relationships and are prepared to work together in a planning programme.

The Community Planning Branch will continue to assist the smaller communities constituting a region to explore their common interests and to devise the planning machinery best suited to their needs, and we will continue to advise on the various problems involved in operating such a broad and complex planning programme as is required in most regions. Further still, we will continue to conduct our regional studies of selected areas of the Province, in close collaboration with the regional planning organization, if any, of the area or otherwise with the local planning boards and municipal councils. In these studies, we collect a great wealth of vital information about the demographic, physical, social, and economic aspects of the area; analyse this information; and make the results available to the local authorities in the area. While we realize that this is not the whole of regional planning, - this must be done eventually by regional planning agencies under The Planning Act - - it does help to point up to the various constituent communities in the region that their future development is inextricably tied up with the development of the region as a whole and that their planning programmes must be suitably correlated if they are to make much sense.

These studies also provide a great deal of essential information about the region to assist the local communities to see how they fit into the region, so that their interim planning programme in the period before effective planning organization on a broader territorial basis is established can be more realistic than it would otherwise be.

Another advantage of our regional studies is that they bring together information about the areas studied - - information, some of which has not been available previously from any source and all of it essential for a satisfactory knowledge of the area upon which to make planning decisions at the Provincial level as well as the local or regional level. I suggest that the reports coming out of these studies constitute a substantial step in the direction of a planning inventory of the Province. This regional study programme of the Department will have to be greatly accelerated if it is to produce an over-all picture of the Province in a reasonably short number of

years, of course, and again I refer you to our plans for strengthening the Department and increasing the resources of the Community Planning Branch.

We in the Department of Municipal Affairs feel that our regional studies programme will make a significant contribution toward effective regional planning - - and without reducing the autonomy or responsibility of Ontario communities for making effective decisions about their future development.

In conclusion, may I again suggest to you that when you want an address on a philosophical subject, you invite a philosopher, not a politician. However, as the political head of the Department of Government responsible for community planning in Ontario, I can assure you that my Government, as well as the municipal councils, planning boards, and the people generally in this Province, are very much concerned with the quality of the community environment we are constructing and reconstructing throughout Ontario. We are concerned that our communities should be as attractive, comfortable, efficient, and economical to operate as they can be made both for those of us who are here today and for those who will follow us - - having due regard, of course, to the costs involved.

An essential condition of reaching this goal is the carrying out of effective community planning programmes in all of our communities, local and regional. My Department is working hard to foster and facilitate the carrying out of such programmes. We appreciate the work that your Association is doing in Ontario and elsewhere in Canada in promoting good community planning, because we feel that your efforts complement ours and that our task has been made easier because of your help. I trust that this happy relationship will continue in the future. No matter how successful we may be, none of us will ever in our generation see the full fruits of our efforts. Our success or failure will be assessed by our children and their children who will benefit or be handicapped as we succeed or fail in our trust, and who are, figuratively speaking, already looking over our shoulder. A recognition of our responsibility to posterity adds meaning and urgency to our immediate task.





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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

VOL. 7, No. 7



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR



⊙ CLARITY OF DECISIONS BY COMMITTEES OF ADJUSTMENT

We have noted that a disturbing number of decisions rendered by committees of adjustment are not precisely set out and we have emphasized, from time to time, the importance of decisions which clearly state the manner in which applications have been decided by committees.

The following excerpts have been taken from the reasons for judgment of the Ontario Court of Appeal (1960 O.R. 225) in the matter of an application to the Committee of Adjustment of the City of London on 24 August, 1959, by Mabel Medland and E.B. Medland, owners of 301 Talbot Street, London, for permission to establish a use on the premises for the purpose of the Goodwill Rescue Mission. The committee of adjustment granted the application and the decision is in the following terms; -

"We, the undersigned members of the Committee of Adjustment, London, Ontario, do hereby attest that the following was the decision reached by us at a meeting held on Monday, the 24th day of August, 1959, on the application of Earl and Mabel Medland, of 301 Talbot Street, London, Ontario, for permission to establish a use, under Zoning By-law C.P. 98-133, on the premises 301 Talbot Street; which are located in a Light Industrial Zone; for the purpose of the Goodwill Rescue Mission."

The Committee gave lengthy written reasons for its decision which concludes with the statement:

"In summary, the Committee grants this application, being of the opinion that the variance applied for is desirable for the appropriate use of the subject property, and that the establishment of such use maintains the general intent and purpose of the By-law and the Official Plan."

Before the decision of the committee was known, a motion for an order proceeding with the application was launched on behalf of Western Tire and Auto Supply Limited and Betty Weinstein. Because the committee had

rendered a decision, however, it was agreed to treat the motion as one for an order of certiorari and for an order to quash the committee's decision. The first important aspect of this case pertains to the question of whether the remedy of certiorari is available against a committee of adjustment. Certiorari provides for the review of orders of courts of inferior jurisdiction by senior courts for the purpose of enquiring into the legality of orders and of quashing them, if necessary. There has been some doubt as to whether a decision of a committee of adjustment could be revoked by way of certiorari. Mr. Morden J.A., in his reasons for judgment, stated:-

"The first matter to be considered is whether the remedy of certiorari is available against a committee of adjustment established under The Planning Act, 1955, and the amendment thereto. . . . The principle, approved and confirmed by many later decisions in both England and Ontario, is stated by Atkin, L.J. in Rex v. Electricity Commissioners (1924) 1 K.B. 171 at pp. 204-5 in these words:-

The operation of writs of prohibition and of certiorari", . . has extended to control the proceedings of bodies which do not claim to be, and would not be recognized as, Courts of Justice. Wherever any body of persons having legal authority to determine questions affecting the rights of subjects, and having the duty to act judicially, act in excess of their legal authority they are subject to the controlling jurisdiction of the King's Bench Division exercised in these writs."

There is no doubt in my mind that committees of adjustments are given the power to affect the rights of persons. Their decisions under Section 18 of The Planning Act, 1955, affect the rights of the owners and occupants of the lands which are the subject of applications before them and the rights given by Section 497 of The Municipal Act to ratepayers to take action to restrain the contravention of restrictive by-laws. The Appellants did threaten such an action before the Committee entertained the application. If the Committee's decision stands, the appellants no longer have any right to restrain the proposed use of the lands in question by the Goodwill Rescue Mission. As the Committee has authority to affect the rights of others, it follows that it is under a duty to act judicially: Re Knapman and Saltfleet Board of Health (1954) O.B. 360 at 370 (Affirmed (1955) O.W.R. 615 and (1956) S.C.R. 877). However, in the case at bar we do not need to draw the inference that Committee is bound to

act judicially as Gale, J. did in the Knapman case; such a duty is in plain terms imposed upon it by Sec. 17 (11), (12), (13) (as enacted in 1959 by Sec. 2 of C7) and by Sec. 18(4), (6), (7), (8) and (10) of The Planning Act, 1955 and by the rules of procedure of the London Committee which were approved by the Minister of Planning and Development. In my opinion, committees of adjustment are subject to orders or prohibition and certiorari and their decisions when made following proceedings which contravene the provisions of the Act and their rules of procedure or which exceed their statutory powers may be quashed by an order of the High Court."

The second important aspect of this case pertains to the clarity of decisions of committees of adjustment and we again quote from the reasons for judgment of Mr. Morden, J.A:-

"Before dealing with this submission I must refer again to the Committee's decision - "to establish a use . . . for the purposes of the Goodwill Rescue Mission." Section 18(1) does not give the Committee any power to establish a use - it may authorize or permit a minor variance in respect of the use of land. That variance should be clearly and accurately described in the Committee's decision. We have obtained from the material a general idea of the proposed use and I assume the Committee received from the representations made to it a fairly clear appreciation of the proposed use but it is not set out in the decision. It is not sufficient, in my view, to define the use by reference to the purposes, all of which may not have been disclosed and which may change from time to time, of a named body. It is not a sufficient answer to this objection to say that the proposed use can be inferred from the name of the Mission. Another objection is that the permission might be construed as personal to the Goodwill Rescue Mission and not available to any successor in title to the lands; it does not appear from the written decision that the Committee was acting under Section 18(9). The decision which permits a new use affects the legal enjoyment of land and is a matter of public record. It should describe the use permitted with clarity. The Committee had jurisdiction to permit a use which would be a minor variance - but in this case the Committee has failed to express its decision with the clarity which, in my view the Act requires. To this extent, it has exceeded its jurisdiction and this error appears on the face of the record. Its decision can not stand and should be quashed upon this ground alone."

"I return now to Mr. Laidlaw's main contention that what the Committee purported to do was more than a "minor variance" and thus beyond the powers conferred upon it by section 18(1). In



my opinion, this matter cannot be decided upon the record as it now stands. For the reasons I have stated, it is not at all clear what particular uses the Committee intended to authorize and until that is clarified, it is impossible to say with any certainty whether the Committee acted in excess of its statutory powers. When one considers the great detail of uses enumerated in this by-law and in most zoning by-laws, one appreciates the need for a less cumbersome and more expeditious procedure than that required for the effective amendment of such by-laws to permit uses not mentioned and apparently not contemplated when the by-law was first enacted. The Committee is empowered to authorize "minor variances". It would be difficult to define the exact ambit of those words. For the purpose of this judgment I am not required to embark upon such a voyage. Numerous and diverse uses are permitted in the Light Industrial Zone by the by-law. It may be that the proposed use by the Goodwill Rescue Mission when properly described and defined might fall within the term "minor variance". Although the decisions of committees of adjustment are subject to review by certiorari nevertheless whether a particular use is a minor variance and whether a committee arrived at the correct opinion upon the two other matters mentioned in section 18(1), can not be satisfactorily reviewed upon an application for certiorari. Ample protection against an improper decision in a particular case is provided by an appeal by the applicant, the Minister or any other interested person, to the Ontario Municipal Board. That body is required by Section 18(14) to hold a public hearing and by Section 18(15) it "may dismiss the appeal and may make any decision that the Committee could have made on the original application". The Municipal Board rehears the application upon its merits and in so doing is governed by the provisions of Section 18(1). That body, having already approved the original by-law as provided by Section 390(8) of The Municipal Act, is much better fitted in my respectful opinion, to pass upon such questions than a court of law upon certiorari proceedings. The Board would hear the evidence which would be transcribed and if a further appeal were taken to this Court upon a point of law we would have had the benefit of the Board's opinion together with the evidence."

The appeal was allowed and the decision of the committee was quashed in this instance.

The significance of this case should be readily evident to the reader. These excerpts have been published for the benefit of the committees of adjustment which have not had this case drawn to their attention and in order that all committees may have a copy on file for ready reference. We expect that those committees which have not already done so will seek advice about the form

and content of future decisions by committees in setting down their decisions, further motions for prohibition or certiorari will likely result. An ounce of prevention may be worth a pound of cure.

## ⊙ ONTARIO COURT CASES OF INTEREST TO PLANNERS

Please consult the Ontario Weekly Notes or the Ontario Reports for the full descriptions of each case.

- (1) Jan. 26, 1960 Regina v. Shore & Horwitz Construction Co., Ltd.  
(1960 O.W.N.\* 137)

High Court of Justice

Municipal Law - Building permit - Contractor with Dominion Crown - Whether required to obtain permit.

- (2) Feb. 15, 1960 Regina v. Canadian Steamship Lines Ltd.  
(1960 O.W.N. 277)

York County Court

Constitutional Law - Municipal smoke by-law - Shipping - Exclusive Dominion legislative jurisdiction.

- (3) Feb. 29, 1960 Re Trusteel Corp. & Truman  
(1960 O.W.N. 183)

Court of Appeal

Sale of Land - Agreement - Validity - Subdivision Control - Unregistered Plan.

- (4) Mar. 14, 1960 Bihun v. Long Branch  
(1960 O.W.N. 203 and 1960 O.R.\*\* 219)

High Court of Justice

Trespass - Building - Construction without permit - Municipality's right to enter and remove unauthorized construction - By-law - Magistrate's order - Damages - Punitive Damages.

(Basement apartment in a triplex; building permit granted for a duplex.)

\* O.W.N. - Ontario Weekly Notes

\*\* O.R. - Ontario Reports

- (5) Mar. 18, 1960 Regina v. London Committee of Adjustment ex parte Weinstein  
(1960 O.W.N. 220 and 1960 O.R. 225)

Court of Appeal

Planning - Committee of Adjustment - Powers - Minor Variance  
- Establishing a use - Use not defined - Apparent excess of  
jurisdiction

- (6) Mar. 24, 1960 Regina v. York Township ex parte 125 Varsity Rd. Ltd.  
(1960 O.W.N. 213 and 1960 O.R. 238)

Court of Appeal

Planning - Registered plan - Agreement - Conditions -  
Whether running with the land - Subsequent purchaser -  
Added parties - Purpose - Claim for injunction - Refusal.

- (7) May 16, 1960 Re North York Township  
(1960 O.W.N. 327 and 1960 O.R. 374)

Court of Appeal

Municipal Law - Zoning - Spot rezoning - Area affected -  
Jurisdiction of Municipal Board - Construction of Statute.

- (8) May 27, 1960 Re Sandwich W. Township  
(1960 O.W.N. 387)

High Court of Justice

Municipal Law - Planning - Redevelopment Agreement - By-law  
approving - Designation of area - Undertaking to pass  
implementing by-laws - Payment for land acquired.

- (9) June 2, 1960 Re Regina v. Buday  
(1960 O.W.N. 355 and 1960 O.R. 403)

Court of Appeal

Municipal Law - Restrictive by-law - Prior User -  
Onus  
(An appeal by the accused from their conviction of a charge  
of operating 210 Balmoral Avenue, Toronto as a rooming house  
contrary to the by-law).

- (10) July 6, 1960 Re Esson  
(1960 O.W.N. 410)

High Court of Justice

Municipal Law - Licence - Use of land involved - Restrictive  
by-law - Approval of municipal board - Delay - Good faith.  
(An appeal by plaintiff from the refusal of the Metro Toronto  
Licensing Comm. to issue him a public hall licence.)



(11) Aug. 31, 1960 Regina v. Hoday  
(1960 O.W.N. 442 and 1960 O.R.)

Court of Appeal

Municipal law - Zoning by-law - Prosecution for illegal use - Validity of by-law - Formalities of enactment - invalid amendment - Permit  
(This deals with the erection of double duplex dwellings in an area restricted to one family detached dwellings).

## ⊙ MINIMUM STANDARDS

As contained in the original study proposals, two principal objectives have guided the research in the study on "Minimum Standards of Maintenance and Occupancy of Dwellings".

These are:

- (1) The framing of a model code or set of minimum standards affecting the occupancy and maintenance of dwellings; and
- (2) The development of study techniques of general interest and value to other Provinces wishing to study this particular subject.

The research project is now about 2/3 completed with considerable information amassed to guide the study staff in its final conclusions and recommendations. In addition to building a library of renewal reports and documentary planning and housing materials, extensive field work in Ontario has produced a broad survey of housing conditions in cities, towns, villages, and townships. All identifiable regions have been represented. These include Southwestern Ontario, Southeastern Ontario, Central and North Eastern Ontario, the Lakehead area and Northwestern Ontario. Factual materials relating to planning programmes, building and housing regulations, and by-law administration were also procured. Information on existing maintenance by-laws has been processed as well. An Interim Report entitled "A Better Place to Live" was published in the spring of 1960 and constitutes an early statement of provisional findings.

To better help us in our research programme and in the searching out and analysis of specialized subject materials, the study staff has been augmented by consulting personnel contributing in a specific capacity. Dr. Albert Rose, Professor, School for Social Work, University of Toronto has been engaged by the Department to act as research and editorial consultant. Professor James D. Milner, LLB, LIM, Faculty of Law, University of Toronto and Mr. Stanley Schiff, LLB, formerly with the same faculty, have participated in the legal aspects on the same basis. Specialized professional services may be sought and other personnel retained on a part-time basis in connection with study areas not fully explored and in connection with the production of the Final Report.

In accordance with previous plans to undertake field work outside of Ontario, visits were made to all of the other nine provinces. The purpose of this field work was:

- (1) To assess the extent of the problem of arresting blight through

preventing overcrowding and disrepair of dwellings as found in the other provinces;

- (2) To determine what legislative and administrative procedure is available and is being used to cope with the problem;
- (3) To identify unique local circumstances affecting a draft of a "national model Code" on occupancy and maintenance; and
- (4) To obtain reaction from a variety of sources to the content of the Interim Report No. 1.

Organization of the visits during the field work in the other nine provinces was done through the Regional and Branch offices of Central Mortgage and Housing Corporation. An Inter-Provincial field report is now being prepared and it will feature a regional survey of housing conditions and special problems connected with the possible implementation of housing controls.

An outline for a final report is now being drafted and a preliminary review of major subject classifications for concentrated description and analysis suggests the following inclusions:

- (a) The processes of housing production, obsolescence, discard and replacement;
- (b) The planning approach to Conservation;
- (c) Housing conditions in Ontario;
- (d) Problems of code implementation;
- (e) Renewal tools and related programmes; and
- (f) Proposed Legislation and Model By-law.

It is expected that the final summary and conclusions will be ready early in 1961.

## ⊙ COMMUNITY PLANNING BRANCH - NEW STAFF MEMBERS

Nine new members have joined the administrative staff of the Community Planning Branch in the last 10 months:

George Cook, Godfrey Spragge, William McEachern, John Canham,  
Peter Fillman, John Dewar, William Dew, and John Darker.

### \* \* \* Subdivision Section

Mr. Spragge was born and educated in Toronto. He attended lectures in Commerce and Finance at the University of Toronto. While he was working for the Ontario Department of Highways from 1951 to February 1960, he obtained his Ontario Land Surveyor's Certificate.

Mr. McEachern was born and educated in Toronto. He has held administrative positions with the Bank of Montreal, the Premier Trust Company and Toronto City Hall.

Mr. Dew was born in Toronto and graduated with a B.Sc. degree in civil engineering from the University of Toronto. He holds an Ontario Land Surveyor's Certificate. He was employed with various consulting firms in the field of engineering and planning and latterly worked for the planning department of the Township of Etobicoke.

... Redevelopment Section

Mr. Cook was born and educated in Glasgow, Scotland. He was employed with the Glasgow Health Department for thirteen years. He worked as a sanitary engineer with the United Nations Construction Agency, Pusan, Korea, from 1952 to 1955. In 1955, after only a short period with the Dunbarton Health Department, Scotland, he came to Toronto and joined the staff of the Housing Branch, Ontario Department of Planning and Development, where he was administrative assistant to the Director.

... Zoning Section

Mr. Canham was born in Calcutta, India and came to Canada in 1947. He graduated from the University of Toronto in 1958 and completed the diploma course in Town and Regional Planning, School of Architecture, University of Toronto in 1960. In 1959, Mr. Canham worked for the Township of North York Planning Department.

... Administration Section

Mr. Dewar was born in Toronto, Ontario and graduated with a B.Sc. in forestry from the University of New Brunswick. In 1959, he received his Ontario Land Surveyor's Certificate. Mr. Dewar graduated from the diploma course in Town and Regional Planning, University of Toronto in 1960.

... Official Plan Section

Mr. Fillman was born in Preston, Ontario and received his Bachelor's degree in geography from the University of Western Ontario, London in 1958. Upon completion of his training at the Ontario Department of Education, Mr. Fillman taught for one year in Windsor, Ontario. He graduated in 1960 from the diploma course in Town and Regional Planning at the University of Toronto.

Mr. R. Romanchukewych has recently been transferred to this Section after returning to the Branch from the diploma course in Town and Regional Planning at the University of Toronto. Mr. Romanchukewych had formerly worked as an Assistant Planner in the Design Section of the Branch.

... Regional Studies Section

Mr. Darker was born in Hamilton and graduated in honour geography from McMaster University, Hamilton. While an undergraduate, he worked during the summer for the Department of Mines and Technical Surveys, Geological Surveys Branch.

⊙ PLANNING STAFF IN ONTARIO

Harry N. Lash has been appointed recently to the position of deputy commissioner, City of Toronto Planning Board. He succeeds Walter F. Manthorpe. Mr. Lash was



formerly director of the long-range planning division. Before coming to Toronto, he was director of planning in Alberta. Leonard Gertler, who was director of the current operations division, will succeed Mr. Lash as long-range planning director.

Eric Thrift, formerly director of the Greater Winnipeg Planning Commission, has been named general manager of the National Capital Commission. He was the planning director of the Greater Winnipeg Planning Commission for 15 years. He succeeds Mr. Alan K. Hay who has been National Capital Commission general manager since 1954.

Peter Edridge, has been hired by the City of Peterborough as planning director. Mr. Edridge was employed as a town planner with the Ontario Regional Office of Central Mortgage and Housing Corporation, Toronto. Mr. Edridge is a native of England where he received degrees in engineering and worked on various planning and engineering projects.

## ⊙ PLANNING EDUCATION

The Georgia Institute of Technology is holding its annual Summer Planning Institute in 1961 in Atlanta, Georgia. There will be two sections, one section to provide training for men and women engaged in planning who need additional knowledge of planning, while the other section is open only to experienced, well-trained planners in responsible administrative positions who wish an advanced "refresher course".

For further information about this Institute please contact:-

Howard K. Menhinick,  
Regents' Professor of City Planning,  
Georgia Institute of Technology,  
Atlanta 13, Georgia.

## ⊙ SELECTION OF PLANNING CONSULTANTS

Judging from the number of inquiries being received by the Branch there is an increasing interest by Ontario municipalities in acquiring the services of planning consultants to assist in the formulation and carrying out of their planning programme.

The most frequent questions relate to the identity of persons available to do planning consulting work and to the points which the municipality, or planning board, should consider in selecting a consultant from among those offering their services.

To assist in this matter the Branch has established a file on "Planning Consultants" in which is found the names of firms which have indicated their wish to provide planning consulting services, the staff organization of these firms, their experience and other data which the firm considers necessary in describing the nature of their services. This file is available to any municipality wishing to examine it in our offices. There has been no attempt on the part of the Branch to classify the various consultants listed as to experience or ability - this assessment has been left to the persons seeking the consultant service to determine on the basis of discussions with the consultants, previous clients, etc.

We have recently received a publication issued by the United States Housing and Home Finance Agency, entitled "Selecting Consultants for Project Planning". This publication is timely in that it sets out in an effective manner a number of guides to United States communities faced with the task of selecting a consultant for an urban renewal project. While the publication is prepared by a United States government agency for a United States public it would appear, at least in part, applicable to the Canadian scene.

The Publication: "Selecting Consultants for Project Planning",  
Technical Guide - 1, July 1960, 8 pages,  
Urban Renewal Administration.

Available through: Superintendent of Documents,  
Government Printing Office,  
WASHINGTON 25, D.C.  
25¢

◎ YOUR TOWN

If you want to live in the kind of a town  
Like the kind of a town you like,  
You don't have to pack your clothes in a grip  
And go on a long, long hike,  
For you'll only find what you've left behind,  
There's nothing that's really new,  
It's a knock at yourself when you knock your town,  
It isn't the town - it's YOU.

Real towns are not made by men afraid,  
Lest someone else gets ahead;  
When everyone works and nobody shirks  
You can raise a town from the dead.  
And, if while you make your personal strife,  
Your neighbor will make one too,  
Your town will be what you want it to be,  
It isn't the town - it's YOU.

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ONTARIO PLANNING  
" NEWSLETTER

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# ONTARIO PLANNING

VOL.8, No.1, JANUARY 1961



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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⊙ ONTARIO GOVERNMENT SETS UP SPECIAL ADVISORY  
COMMITTEE ON CONSERVATION AND LAND USE

We are reprinting below the announcement which was made by The Honourable W.K. Warrender, Q.C., Minister of Municipal Affairs, in the Ontario Legislature on February 14th, 1961.

"During the last few years, there has been a growing interest in, and an increased emphasis on, various aspects of conservation, land use, planning and rehabilitation, regional planning and related matters by all levels of government as well as by private individuals, firms and associations.

"The number of studies recently carried out on special aspects of this general field is an indication of this interest.

"For some time, the various departments of this government, which have been concerned with conservation and land use, have been studying certain phases of this general field which were of particular concern to themselves and, perhaps, to closely related departments. These studies applied to particular items of interest, such as consideration as to whether certain lands would be better suited for industrial or farm purposes, or the best route for a highway in an area where the demands among alternative uses of the land were important.

"The federal government has also been considering the situation from the point of view of these fields in which it is especially concerned. It, together with the provinces, has had plans under way for a "resources for tomorrow" conference which will be held in Montreal next October.

"This conference, which is geared specifically to a study of "the integrated multiple use of renewable resources," is intended to provide a forum for the frank exchange of views and to obtain a better understanding of mutual interests and problems among governments, industry and non-governmental groups, concerning the objectives of renewable resources and increased mutual understanding of responsibilities.

"The province of Ontario has taken an active part in the preparations for this conference and the Hon. Minister of Lands and Forests (Mr. Spooner) is the Ontario representative on the conference steering committee.

"Officials of other departments, including Agriculture, Commerce and Development, Lands and Forests, and Municipal Affairs, are members of advisory groups or will be preparing background papers for the conference.

"The federal government has also recently announced that it will be setting up a rural rehabilitation programme in order to render assistance in regard to some of the problems that affect parts of rural Canada. It is understood that the provinces will be invited to participate in some aspects of this programme. Full details of this programme have not as yet been announced.



"The government of Ontario has felt the need to bring together the various studies that the provincial departments have carried out during the past few years as well as more general ones such as that carried out several years ago by the committee on conservation. For this reason, and in order to enable all departments of the government to obtain a clearer picture of what will be involved for Ontario in the federal government's rural rehabilitation programme, and in the results of the "resources for tomorrow" conference, the government is setting up a special advisory committee which will study the material and reports now available in the general field of conservation and land use in order to co-ordinate them in a general report which will give a clear outline of the situation as it affects Ontario.

"The members of this advisory committee will be composed of representatives of the branches of the various departments which are interested in conservation and land use, such as the Departments of Municipal Affairs, Commerce and Development, Agriculture, Highways, Lands and Forests, and Mines. The chairman and personnel of the committee will be announced a little later.

"Associated in the work of this committee will be Professor E.G. Pleva, professor of geography at the University of Western Ontario. Professor Pleva will serve in an advisory capacity to the committee, and his great knowledge of geography and land forms of Ontario, as well as his experience with planning and conservation work in this province, will be at the disposal of the committee.

"The committee will be asked to have its report ready by the end of the summer so that it will be available for the government to consider by the time that the studies of the "resources for tomorrow" conference and the federal government's detailed proposals on its rural rehabilitation programme are ready. The government of Ontario will then be in a position to consider an integrated land use and conservation programme which might be applied across the province.

"With this report, the government will be in a better position to evaluate the points which have been raised in the various studies which have been made in this field.

"The departments concerned will also be better prepared to consider as a whole the problems related to land use and conservation policies, programmes and procedures, and better prepared to make constructive recommendations to the government for legislative changes, if such are thought to be needed.

"It is expected that all aspects of the report of this committee will be ready for consideration at the next session of the Legislature."

## ◎ CONTROL OF ARCHITECTURAL DESIGN

The following editorials are reprinted from the Canadian Architect, where they appeared in the October and November 1960 issues.

153. "The Committee recommends that each approving authority require the applicant to submit a full presentation of the appearance of his intended housing project; that this presentation use drawings, models or photography to show the project in the existing setting; and that the authority establish a standing arrangement for commendation of this presentation by qualified persons and for inspection by affected owners of this presentation and advice, as a condition for granting approval."

- from the Report of the Committee of Inquiry into the Design of the Residential Environment. Royal Architectural Institute of Canada, Ottawa, 1960.

"Delete the word "housing" from item 153 and here is a controversial and positive proposal, first, to subject all buildings to the obligation of making clear their proposed appearance and second, to subject approval or rejection of the building to a judgment of that appearance. The issues of design control its objectives, validity and methods, are squarely raised.

"The objective of control is simple: to improve the design quality of individual buildings and of the broader environment.

"Whether design control is valid may be considered in two ways. First, is it a legitimate public function to control appearance (which, unlike health, safety and amenity, necessarily involves subjectivity)?, and, if yes, why only buildings? - why not automobiles or advertising, say? Second, is it wise or desirable, or indeed possible, to regulate design through an arbitrary machinery of judgment? To put this another way; it seems more in the nature of legal impartiality to legislate that "all buildings shall be Dark Brown (Municipal Colour Y B 385)" than to say "all buildings shall be coloured to the approval of the Sub-Committee on Design of the Municipal Building Department". Beauty is in the eye of the beholder.

"As to the method of design control, the system must be related to the objective of the specific control mechanism. One method is to spell out as unambiguously as possible precise rules, and regulations governing such matters as the location of buildings on their sites, their bulks, volumes, materials, degree of variation one from another, possibly even their architectural style. To administer such an architectural strait-jacket, it is necessary only that one reads with open eyes and a closed mind. For obvious reasons it is extremely unlikely that a person of architectural sympathy, judgment or training will be found in such a position of constipated authority.

"An alternative method of design control is the competent advisory group. It can perform a more useful work, particularly if its resources are directed to broader issues. If such a committee concerns itself with the grouping of buildings, their visual and functional relationships, their mutually-dependent scale, then it can achieve important results beyond the scope of the individual structure. In this manner the work of a design committee can broaden and enhance



the quality of architecture; but if its activities are directed to arbitrary design prejudices, it can prove a sad impediment to design.

"Control is only effective if exercised towards achieving a comprehensive design result and imposing the totality of a larger concept on the minutiae of individual buildings and spaces and decisions within its jurisdiction. So back of the control methods there must lie a creative concept. As a formula for taste-making, as a sort of amateur competition jury, as the instrument of a misguided policy of achieving the negative virtues of differentiation as antidote to the sins of monotony, the whole design control idea is suspect.

"Few would quarrel with the proposal to require all those who intend to build to set out adequately the visual nature of their project, so that the expert and the lay person, the community and the individual might have the opportunity to form a judgment. Such regulation would at least make the most disinterested builder or developer forcibly conscious of a design obligation. At the same time, many architects contemplate the implications of design control with misgivings. The incidence of benefit and hazard is uncertain.

"We would therefore recommend that the R.A.I.C. [committee prepare] a report on this whole question of design control. It should deal with the objectives of control, the legality of the control idea and the methods of exercising control. Many architects, planners and lawyers across Canada have a daily working experience of such control. In addition, many architects have a philosophy of design responsibility concerning the creative individual and his relationship to the community which should be expressed and discussed. Control of appearances is increasingly in the minds and activities of all levels of government, from federal consideration of the national capital down to municipal building bylaws (even as far down as such ineffective and incorrect regulations as the stipulation that no two adjacent buildings may be similar in design). For the apparent public and private interest in the quality of the visual scene that this proliferation of control mechanisms indicates we, as architects, should be grateful. At the fuzziness, misdirection and erroneous nature of most control attempts so far, we should be most perturbed.

\* \* \* \* \*

"During the past few weeks, several Ontario municipalities have produced new proposals for the establishment of design control, and it can be assumed that similar propositions either exist now or are being considered in various parts of Canada. If the ground swell of government opinion favouring control runs strong, we may see the present proposals translated into government bills modifying planning acts or otherwise formalizing control. Hence - even at the risk of repetition - this further consideration of the implications of architectural design control; for we feel strongly that such legalized tastemaking is wrong for design, wrong for the public, wrong for the law, wrong for the architect and wrong for architecture.

"Consider the nature of design control in its most usual form. The municipality arms itself with legislation permitting it to exercise control over the



appearance of all buildings to be built within its boundaries. It establishes machinery to effect this, sometimes through the authority of an individual appointment, but more normally through the setting-up of a committee. As a rule, the committee is composed of some municipal official such as the building inspector, some member of the planning department, possibly a lay or elected representative, and one or more architects. Indeed, it is probably not unusual to request the local chapter or perhaps the provincial association [of architects] to make an appointment or suggest members to serve on the controlling body. The necessity, almost inescapable in the process of control, of enlisting professional participation either at an individual or professional organizational level requires that architects as individuals and as a profession agree to the control idea. We suggested last month that the R.A.I.C. should establish a study group to prepare a brief on this entire controversial subject. On second thoughts, it might be more realistic and effective, as provincial and municipal laws are involved, if the provincial architectural associations immediately undertook a consideration of the implications of design control. Much sooner than we anticipate, our professional organizations may be required by public, institutional or governmental activity to take a stand on this matter.

"Quick consideration might lead an architect to subscribe to the idea of design control as an effective device to improve the visual qualities of our towns and cities. More careful consideration may give us pause. The dangers can be simply stated. They fall into three categories - legality, professionalism, effectiveness. In each of these categories it may be sufficient to pose one problem as an indication of the many which tangle and complicate the issues.

... "Legality: is not the idea of design control ultra vires? For is not the general framework and whole tenor of Canadian law explicit rather than permissive? "Exterior walls shall be of masonry" is a law, unequivocal and impersonal. "The external design shall be such as shall meet the approval of the municipal design committee" is arbitrary, indefinite and interpretive. What is to be the basis of the committee's approval? - their common taste. And is their taste this month what it may be next month? Suppose the designer should disagree with the decision. Is it final, or subject to appeal? And if so, where, to what court, under what process?

... "Professionalism: is not the idea of design control unprofessional? Will the profession support a situation where some members have powers of acceptance and rejection over the design competence of their (similarly trained) confreres? This is a particularly pointed question, as the decision guiding the application of such authority is based, not on structural soundness or questions of public health (which are not ambiguous matters) but upon that largely personal, creative and delightfully elusive phenomenon, the appearance of things, the esthetic quality of a work. Will Bruce Goff pass judgment on van der Rohe, Corbusier on Alden Dow, Ned Pratt on John Parkin? Such a procedure can at best present an uninspiring search for some common denominator (most holy of cows in the committee pasture). At most it may ameliorate incompetence. It will probably produce nothing more dynamic than a parochial party line on beauty.

... "Effectiveness (the ability of design control to achieve its objects): is not the idea of design control actually a form of anti-design? Beauty, at least authorized beauty, instead of dwelling in the eye of the beholder, may come to reside in the minutes of a committee.

"There is at least one reasonable objective of architectural design control - to ensure the realization of a unified pre-design conception, as for instance when the bulk, placement, approaches, even materials of a building may be carefully defined within a positive architectural objective broader in implication than an individual building. But, at considerable risk of chaos, the control should go no further, and each architect should be left free within his understanding of his building's obligations to shape his triumphs. Indeed, he should be free to produce his failures too, even if his failures are the alternative to a committee endeavour to improve his architectural competence."

## ⊙ ONTARIO PLANNING STAFF CONFERENCES

In 1960, directors and senior staff of local planning boards in Ontario met at two conferences sponsored by the Community Planning Branch. These were part of a series of meetings between planners working in local communities and Branch staff members.

The first conference held on May 5th and 6th was primarily an investigation and review of planning matters related to housing and current studies and projects throughout Ontario on urban renewal. Reference was made to the several types of agencies dealing with building bylaws at the local level and a progress report was given on the national study concerned with the minimum standards of occupancy and maintenance of dwellings.

The programme of the second conference, which was held on December 8th, could be considered in many respects the most stimulating and productive of any of these meetings, which are convened twice a year. The whole question of relationships between the planning board and staff with the municipal council and departments of government and other public and private agencies in the community was discussed. The relationship of the planning board to the council was reviewed, both in terms of legislative powers and administrative procedures. Attention was paid to the different circumstances throughout Ontario involving planning boards with parks and recreation authorities and boards of education. The nature of a public relations programme, ranging from the support and use of the press to the formal and informal contacts with civic organizations was explored, revealing considerable variances as to the extent and effectiveness of this part of the local planning operation.

It is expected that the same level of interest will be maintained during 1961 with consideration for the inclusion of those topics which have been recommended in letters and comments received since the meeting last December. This year, the planning staff conferences will be held on June 1st and 2nd and December 7th and 8th.



### ... Planning Staff in Ontario Communities

During the Ontario Planning Staff Conference sponsored by the Community Planning Branch in Toronto on December 1st and 2nd, 1960, Mr. L.R. Cumming, Q.C., Deputy Minister of Municipal Affairs, gave some interesting figures on the number of planning areas in the Province and the number of planning boards having permanent, full-time staff. He mentioned that there were at that time 333 planning areas. While the planning boards in some of these planning areas may have become inactive, most of these planning areas do have planning boards that are working conscientiously. Thirty-five of these planning boards have permanent, full-time staff of one or more persons.

When these figures are compared to the number of municipalities in the Province - - in 1960 there were 937 local municipalities in the Province - - it would appear at first glance that most of the Province does not have planning organization of any kind and that very few communities have any qualified planning staff. However, the picture is not as black as it might seem from a superficial glance at the figures. Many of the 333 planning areas are joint planning areas, with the result that there were 421 local municipalities, plus 34 unorganized townships, in planning areas at the end of 1960. Over 80% of the population of the Province is within one or other of the planning areas of the Province.

The 35 planning areas in which planning boards have full-time, permanent staff include 18 cities, 3 towns, 3 villages, and 23 townships. The total population within these 35 planning areas was over 3,100,000 - - over half of the population of the Province. Obviously, a great many Ontario communities that need a technically qualified planning staff have not yet established one, but the progress made within the past few years is encouraging.

### ⊙ AMERICAN INSTITUTE OF PLANNERS (A.I.P.) CONFERENCE - PHILADELPHIA, 1960

#### ... The Public and Planning

On a number of occasions we have introduced items in 'ONTARIO PLANNING' which have attempted to impress local councils and planning boards on the necessity of bringing the general public into the planning programme - for reasons of their positive contributions, public understanding and support.

One city which has emphasized the public participation and education aspect of planning to an exceptional degree is Philadelphia.

The success of their efforts was illustrated quite vividly to one of the staff of this Branch during the A.I.P. conference in Philadelphia last October.

Staff Member - "The Commercial Museum, please".



Taxi Driver - "Going to see the Philadelphia Planning Display are you?"

Staff Member - (Still on his guard) "Yes".

Taxi Driver - "Boy, that's really a great display, I've had my kids out to see that twice".

Staff Member - "Oh".

Taxi Driver - "Yep, they've really got some big plans for old Philly - new roads all over, parks, etc. - it'll take a long time but they'll probably get there - they have already started tearing down old buildings down the street from my place".

#### F a d e o u t .

The first thought was that the driver must have been a "plant" of either the City of Philadelphia or the American Institute of Planners. However, further association with the city's programme led the staff member to arrive at the conclusion that this reaction is not at all unusual in the "Friendly City" - all comments aren't as commendable as those expressed by the taxi driver; but at least there is a tremendous interest in the plans of the city.

What's the score in your municipality in terms of citizen knowledge of what is going on in planning?

#### • • • Brief Note on A.I.P. Conference

Professional planners from the United States and Canada attended the 43rd annual A.I.P. conference in Philadelphia, last October. There was a record registration of 1,100, which included more than 700 A.I.P. members nearly one-third of the total membership. Most of those attending the conference spend their time in workshops or panel sessions some of the subjects of which are listed below:

What Happened to the New Town Concepts; Zoning: Alternatives to an Overworked Tool; The Metropolitan Area: Functional Whole - Political Potpourri; and Dilemmas of Conflicting Objectives: For Whom do We Plan?

#### • • • Planning Librarians Form Council

The ad hoc Committee of Planning Librarians organized themselves into the Council of Planning Librarians at their annual meeting which was held in Philadelphia in conjunction with the A.I.P. conference last year.

The purposes of the Council are to exchange information about professional practices peculiar to planning libraries and to formulate and administer projects which the council decides are of service to the planning profession.

The Council of Planning Librarians is made up of a group of librarians associated with schools of planning and planning agencies. Membership is open to any individual or institution upon written application and payment of dues. The dues are \$5.00 for individuals and \$20.00 for institutions. Applications may be sent to Miss Dorothy Whiteman, Treasurer, Council of Planning Librarians, c/o Bureau of Municipal Research, Princeton University, Princeton, New Jersey.

The Council will continue the distribution of Exchange Bibliographies which has been a most successful project of the Committee. The bibliographies available are listed below:

- No. 1 - Planning textbooks for school use ranging from kindergarten through high schools, by Mary Vance. February, 1958. 3 p. \$1.00.
- No. 2 - Urban dispersal in the United States for military purposes, by B. Hopkins. June, 1956. 4 p. \$1.00.
- No. 3 - Park schools, by Walter M. Keith and students. February, 1958. 4 p. \$1.00. Annotated.
- No. 4 - Greendale, Wisconsin, by Mary Vance. May, 1958. 2 p. \$1.00
- No. 5 - City planning: Selected references for citizen groups, by Holway R. Jones. Revised February, 1960. 10 p. \$1.00. Annotated.  
(Available at bulk rates to planning commissioners, citizen organizations, students and teachers: 5 to 9 copies, 30¢ each; 10 to 29 copies, 20¢ each; and 30 or more copies, 15¢ each).
- No. 6 - Location requirements for civil airfields servicing heavy turbojet aircraft, by John E. Peterson. June, 1958. 4 p. \$1.00. (Out of print and now available in the author's "Airports for Jets" sold by the American Society of Planning Officials).
- No. 7 - Property valuation; its relation to zoning and city planning, by Holway R. Jones. September, 1958. 5 p. \$1.00. Partially annotated.
- No. 8 - Selected urban design projects since World War II, by Walter Slipe. December, 1958. 22 p. \$1.25. Annotated.
- No. 9 - Planning classifications, subject headings and definitions: An annotated list, by David C. Anderson and Holway R. Jones. May, 1959. 21 p. \$1.25.
- No. 10 - Ideal forms for cities: an historical bibliography, by Phyllis M. Ingersoll. June, 1959. 53 p. \$1.75. Annotated.
- No. 11 - Bibliography of methodological studies in small-area population estimation and projection issued since 1945, by Robert C. Schmitt. December, 1958. 11 p. \$1.00. Annotated.
- No. 12 - Central business districts, by Mary Vance. November, 1959. 56 p. \$2.00.

No.13 - Public library site selection, by Mary Vance. April, 1960.  
6 p. \$1.00.

No.14 - Mobile home parks, by Mary Vance. April, 1960. 20 p.  
\$1.25.

No.15 - Automatic data processing in the urban planning process, by  
Richard D. Duke. June, 1960. 11 p. \$1.00. Annotated.

No.16 - Further references on central business districts, by Mary  
Vance. August, 1960. 26 p. \$1.25. (nos. 12 and 16 ordered  
together, \$2.75.)

These bibliographies are available from:-

Exchange Bibliographies,  
Council of Planning Librarians,  
6318 Thornhill Drive,  
Oakland, 11, California.

## ⊙ COMMUNITY PLANNING BRANCH WORKSHOPS 1960

Seven Community Planning workshops and 2 one-day meetings were held during 1960, with all but one being at the county level. In most cases this implied a joint undertaking with the County Council and the city central to that county. Four to six members of the Community Planning Branch staff led discussions and participated in panels at these meetings.

While it was the primary purpose of all of these workshops to deal with the current planning problems coming before municipal councils and their planning boards, each of these workshops had a special significance which is mentioned in the following:

Approximately 60 representatives from the municipalities in Bruce County attended the meeting which was held on January 20th in the County Buildings, Walkerton. Representatives from Atomic Energy of Canada, Ltd., Nuclear Power Plant Division addressed the morning session. In the afternoon, the regular workshop programme of a question and answer session was carried out.

Representatives from all but two municipalities in Simcoe County met in Barrie on March 8th and 9th, together with additional representation from rural and urban organizations concerned with land use. These included the Ontario Federation of Agriculture, The Simcoe County Health Unit, and recreation services together with members of local Chambers of Commerce, Home and School Associations and service clubs.

On March 22nd and 23rd a planning workshop, held in Sudbury, attracted representatives from all the municipalities comprising the Chelmsford-Bleazard Valleys Association. This workshop was the occasion for



presenting a report prepared by the Regional Studies staff of the Community Planning Branch, pointing up the various economic, cultural and geographic considerations which exerted an influence on the values and their relationship to the urban centre of Sudbury. Arising out of this workshop was the establishment of an area planning board based on the municipalities comprising the Chelmsford-Bleazard Valleys Association, together with those unorganized townships subject to urban growth.

The workshop convened in Stratford on June 14th and 15th by Perth County Council paid particular attention to the impact of urban development on rural areas. The interdependence between the urban centre and the surrounding rural community was acknowledged. In this connection, many farmers made reference to the income received from part-time labour in the City which was a necessary supplement to the rural family's income.

The results of a one-day workshop held in the York County Building in Newmarket on September 28th may have significance for all counties concerned with the effect of urban expansion and the consequences of annexation. A programme high lighted by six outstanding speakers in the field of planning and local government aroused the workshop audience of municipal officials and planning board members regarding the need for a planning organization on a county or even inter-county basis. During the coming months it is anticipated that a continuing committee of the three counties - York, Peel and Ontario - will seek to determine the readiness of the councils of these three counties to plan together.

The impressive Cleary Auditorium in Windsor was the setting for a workshop jointly undertaken by Essex County and the Windsor and Suburban Planning Board. Many of the questions raised for discussion at this workshop had to do with area-wide problems covering two or more municipalities. At the conclusion of the workshop, it was indicated that seven of the municipalities present would make representation to the 1961 Essex County Council to provide a planning service at the county level.

The Chatham Suburban Joint Advisory Committee were hosts to a widely representative group of municipal officials and planning board members at a planning workshop meeting held in the Kent County Building in Chatham. In addition, representatives of local school boards, library boards and the Industrial Commission were present to discuss matters related to the impact of urban development on rural areas and the relationship of Chatham's Industrial Economy to the surrounding agricultural area. Attention was paid to the predicament in which many farmers find themselves who have sold frontage for small urban holdings and find that their taxes have increased due to the unequal balance of the cost of new municipal services over assessment.

On November 22nd and 23rd the municipalities of the County of Leeds and Grenville, with representatives of the Brockville and Elizabethtown Planning Board, met in the County Building at Brockville to discuss the implications of urban and resort development.

Well over 100 councillors and planning board members assembled for a one-day workshop at the University of Western Ontario representing both the City of London and all other municipalities comprising Middlesex County. The stimulating discussions that took place reflected the apprehensions of many municipalities who were now for the first time feeling the effects of the major annexation approval which increased the City of London by 37,000 acres and 45,000 people, giving a total of 43,000 acres and 150,000 people. A committee has been appointed since this meeting to investigate the matter of planning at the county level.

# ⊙ COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>
April 5-7, 1961	Building Officials Conference of Canada.	Ottawa, Canada.
April 27-28, 1961	National Association of Housing and Renewal Officials International Chapter Conference.	Toronto, Ontario.
April 30 - May 4, 1961	American Society of Planning Officials, Annual Conference.	Hotel Denver Hilton, Denver, Colorado.
June 1-2, 1961	Ontario Planning Staff Conference.	Toronto, Ontario.
June 21-23, 1961	Town Planning Institute of Canada, Annual Conference.	Vancouver, British Columbia.
October 10-13, 1961	Community Planning Association of Canada, Annual Conference.	Halifax, Nova Scotia.
October 23-28, 1961	'Resources' for tomorrow, First Conference.	Queen Elizabeth Hotel, Montreal, Quebec.
November 26-30, 1961	American Institute of Planners, Annual Conference.	Detroit, Michigan.







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# ONTARIO PLANNING

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DEPARTMENT  
OF  
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## ⊙ ZONING BYLAWS IN ONTARIO

In Ontario, municipalities are authorized by The Planning Act to pass restricted area bylaws, most commonly known as zoning bylaws. These have frequently been referred to as holding bylaws, interim bylaws, temporary bylaws, freezing bylaws, land use bylaws and official land use bylaws or plans. The incautious use of terms like these has led to problems of communication and has fostered misunderstanding. Most of the terms describe the purpose for which restricted area (zoning) bylaws have been passed by municipalities from time to time.

Regardless of the name that may be applied to them and of the purpose implicit in such names, restricted area (zoning) bylaws can be used:

- to preserve the character and amenities of existing areas;
- to regulate the relation of buildings to each other and to community facilities;
- to permit the most appropriate use to be made of land and buildings; and
- to prohibit uses which, in certain locations, would not contribute to the health and welfare of a community.

There are other special ways in which zoning bylaws can be used, of course, but the general purpose is to assist in the development of an environment which will ensure the health, safety, convenience and welfare of a community. Where there is an official plan in force, bylaws help to bring into reality the kind of community which is envisaged in official plans.

According to the records of this Branch, 38% of the incorporated municipalities in Ontario have enacted zoning bylaws, which is 356 out of a total of 937 incorporated municipalities excluding counties.

Table I shows the total number of various types of bylaws together with the percentage which these are of the number of incorporated municipalities which have enacted bylaws. Some of these have enacted more than one type of bylaw and the sub-total, therefore, exceeds the figure 356 which is the total number of municipalities having bylaws in force.

TABLE I

TYPE OF BYLAW	TOTAL NUMBER	% of 356
Applies to whole of Municipality; Zones land for different uses; Sets regulations.	131	36.8
Applies to part of Municipality; Defines Areas; Regulates.	125	35.0
Applies to whole of Municipality; Does not define Areas; Regulates.	73	20.2
Applies to part of Municipality; Does not define Areas; Regulates.	37	10.4

Table II is based upon municipal status and shows the number of cities, towns, villages, townships and improvement districts which have zoning bylaws in force, according to our records.

TABLE II

TYPE OF MUNICIPALITY	Total Number	With Bylaws	% of Total
City	30	30	100
Town	158	89	56
Village	154	34	22
Township	577	191	33
Improvement District 20		5	25

# ... Zoning Bylaws in Force in Ontario Municipalities

The following list has been prepared from the records of the Community Planning Branch. The code letters apply to the bylaw application and provisions and are to be interpreted as follows:

O - Bylaw applies to the whole municipality

P - Bylaw applies to part of the municipality

G - General - sets standards, does not zone land for different uses

Z - Zones areas and sets standards

M - Map appendix on file

\*M - Map appendix not on file

Combinations of code letters will give a ready reference of existing controls; for example:

1) G.O. - General provisions over the whole of the municipality

2) Z.P.M. - Zoned area or areas with zoning standards over a part of the municipality as shown on a map

Name	Code	Name	Code
Acton (T)	Z.O.M.	Beverly (Twp.)	G.O.
Ajax (T)	Z.O.M.	Binbrook (Twp.)	G.O.
Albion (Twp.)	G.O.	Blenheim (T)	Z.O.M.
Alice & Fraser (Twp.)	G.P.	Bolton (Vg.)	Z.P.
Alliston (T)	Z.P.	Bosanquet (Twp.)	G.O.
Amabel (Twp.)	Z.P.M.	Bowmanville (T)	Z.O.M.
Amherstburg (T)	Z.O.	Bradford (T)	Z.O.
Ancaster (Twp.)	Z.P.	Brampton (T)	Z.O.M.
Anderdon (Twp.)	Z.P.	Brantford (C)	Z.O.M.
Armour (Twp.)	Z.P.	Brantford (Twp.)	Z.P.M.
Athens (Vg.)	Z.P.	Brighton (Vg.)	Z.P.
Atikokan (Twp.)	Z.O.	Brock (Twp.)	G.O.
Augusta (Twp.)	G.O.	Brockville (T)	Z.O.M.
Aurora (T)	Z.O.	Burford (Twp.)	Z.P.M.
Aylmer (T)	Z.P.	Burlington (T)	Z.O.M.
Bala (T)	G.P.	Caledon (Twp.)	G.O.
Barrie (C)	Z.O.M.	Caledonia (T)	Z.O.
Beardmore (Imp. Dis.)	Z.O.	Calvert (Twp.)	Z.P.
Beaverton (Vg.)	G.O.	Campbellford (T)	Z.P.
Belle River (Vg.)	G.O.	Canborough (Twp.)	G.O.
Belleville (C)	Z.O.M.	Cannington (Vg.)	G.O.
Bertie (Twp.)	Z.O.	Capreol (T)	Z.P.



Name	Code	Name	Code
Caradoc (Twp.)	Z.P.	Esquesing (Twp.)	Z.P.
Carleton Place (T)	Z.O.M.	Essex (T)	Z.O.
Cavan (Twp.)	G.O.	Etobicoke (Twp.)	Z.O.M.
Charlottenburgh (Twp.)	Z.O.		
Charlotteville (Twp.)	Z.P.	Faraday (Twp.)	G.O.
Chatham (C)	Z.O.	Fergus (T)	Z.O.M.
Chatham (Twp.)	Z.P.	Ferris West (Twp.)	Z.O.M.
Chesley (T)	Z.P.	Fitzroy (Twp.)	G.O.
Chinguacousy (Twp.)	Z.O.M.	Flamborough East (Twp.)	Z.O.
Chippawa (Vg.)	Z.O.M.	Flamborough West (Twp.)	Z.P.
Clinton (Twp.)	Z.O.	Forest Hill (Vg.)	Z.P.
Cobourg (T)	Z.P.	Fort Erie (T)	Z.P.
Cochrane (T)	G.P.	Fort Francis (T)	Z.O.
Colborne (Vg.)	G.P.	Fort William (C)	Z.O.M.
Colchester South (Twp.)	Z.P.		
Collingwood (T)	Z.P.	Gainsborough (Twp.)	G.O.
Cornwall (C)	Z.O.M.	Galt (C)	Z.P.&M.
Cornwall (Twp.)	Z.O.M.	Gananoque (T)	Z.P.
Greenore (Vg.)	Z.O.M.	Georgetown (T)	Z.O.M.
Crowland (Twp.)	Z.O.M.	Georgina (Twp.)	G.P.
Crystal Beach (Vg.)	Z.P.	Geraldton (T)	Z.P.
Cumberland (Twp.)	G.O.	Glanford (Twp.)	G.O.&Z.P.
		Gloucester (Twp.)	Z.O.
Darlington (Twp.)	Z.O.M.	Goderich (T)	Z.O.M.
Delaware (Twp.)	G.P.	Goulbourn (Twp.)	G.O.
Delhi (T)	Z.P.	Gower North (Twp.)	G.O.
Dereham (Twp.)	G.O.&Z.P.	Grand Bend (Vg.)	Z.O.M.
Dorchester North (Vg.)	Z.P.	Grantham (Twp.)	Z.P.M.
Dorchester South (Twp.)	G.O.	Grattan (Twp.)	G.O.
Douro (Twp.)	Z.P.	Gravenhurst (T)	Z.P.
Dover (Twp.)	Z.P.M.	Grimbsy North (Twp.)	G.O.
Dowling (Twp.)	Z.P.	Guelph (C)	Z.O.M.
Dryden (T)	Z.P.	Guelph (Twp.)	Z.P.
Dumfries North (Twp.)	Z.O.	Gwillimbury East (Twp.)	G.P.
Dumfries South (Twp.)	Z.P.	Gwillimbury North (Twp.)	Z.P.
Dundas (T)	G.P.&Z.P.	Gwillimbury West (Twp.)	G.O.
Dunnville (T)	Z.O.M.		
		Hagersville (Vg.)	Z.P.M.
Easthope North (Twp.)	Z.P.	Hamilton (C)	Z.O.M.
Eastview (T)	Z.P.	Hamilton (Twp.)	G.P.
Eldon (Twp.)	Z.P.	Hanmer (Twp.)	Z.P.
Elizabethtown (Twp.)	G.O.	Harrow (T)	Z.P.
Elliot Lake (Impr. Dis.)	Z.O.M.	Harvey (Twp.)	G.O.
Elmira (T)	Z.O.M.	Harwich (Twp.)	Z.P.M.
Elmsley North (Twp.)	Z.P.	Hawkesbury (T)	Z.P.
Elmsley South (Twp.)	Z.P.	Hearst (T)	G.P.
Emily (Twp.)	G.O.	Hespeler (T)	Z.O.M.
Eramosa (Twp.)	G.P.	Horton (Twp.)	Z.P.
Ernestown (Twp.)	Z.P.		

Name	Code	Name	Code
Humberstone (Twp.)	Z.P.	Meaford (T)	Z.P.
Humphrey (Twp.)	Z.P.	Merritton (T)	Z.O.M.
Huron (Twp.)	G.P.	Michipicoten (Twp.)	Z.P.
		Midland (T)	Z.O.
		Milton (T)	Z.O.M.
Ingersoll (T)	Z.O.M.	Mimico (T)	Z.O.
Innisfil (Twp.)	G.O.	Mitchell (T)	Z.O.M.
		Monaghan North (Twp.)	G.O.
		Monaghan South (Twp.)	G.P.
Kapuskasing (T)	Z.O.M.	Mono (Twp.)	G.P.&Z.P.
Kemptville (Vg.)	G.O.	Montague (Twp.)	Z.P.
Kincardine (T)	G.O.	Moore (Twp.)	Z.P.M.
Kincardine (Twp.)	Z.P.	Morrisburg (Vg.)	Z.O.M.
King (Twp.)	G.P.	Morrison (Twp.)	G.P.
Kingston (C)	Z.O.M.	Moulton (Twp.)	G.O.
Kingston (Twp.)	Z.O.M.	Mount Forest (T)	Z.O.M.
Kitchener (C)	Z.O.M.	Mountjoy (Twp.)	Z.O.M.
		Murray (Twp.)	G.O.
Lanark (Vg.)	Z.P.	Muskoka (Twp.)	G.P.
Lakefield (Vg.)	G.O.		
Larder Lake (Twp.)	Z.O.	Nairn (Twp.)	Z.P.
Leamington (T)	Z.O.	Napanee (T)	Z.O.M.
Leaside (T)	Z.P.	Neebing (Twp.)	Z.O.
Leeds and Lansdowne		Neelon & Garson (Twp.)	Z.P.
Rear (Twp.)	G.O.	Nepean (Twp.)	Z.P.
Lindsay (T)	Z.O.M.	Newmarket (T)	Z.O.
Lobo (Twp.)	G.O.	New Toronto (T)	Z.O.M.
London (C)	Z.O.M.	Niagara (T)	Z.O.
London (Twp.)	Z.O.M.	Niagara (Twp.)	Z.P.
Long Branch (Vg.)	Z.O.M.	Niagara Falls (C)	Z.O.M.
Longiac (Imp. Dis.)	Z.O.	Nipigon (Twp.)	Z.O.*M.
Loughborough (Twp.)	G.O.	Nissouri East (Twp.)	G.O.
Louth (Twp.)	G.P.	Nissouri West (Twp.)	Z.P.
		North Bay (C)	Z.O.*M.
Machin (Twp.)	Z.P.	Oakville (T)	Z.O.M.
Maidstone (Twp.)	Z.P.	Oneida (Twp.)	G.O.
Malden (Twp.)	Z.P.	Onondaga (Twp.)	Z.P.M.
Marathon (Imp. Dis.)	Z.O.	Orangeville (T)	Z.O.M.
March (Twp.)	G.O.	Orillia (T)	Z.O.M.
Markdale (Vg.)	Z.P.	Orillia (Twp.)	Z.P.
Markham (Twp.)	G.O.	Osgoode (Twp.)	Z.O.
Markham (Vg.)	Z.O.M.	Oshawa (C)	Z.O.M.
Marmora and Lake (Twp.)	G.P.	Osnabrock (Twp.)	G.O.
Maryborough (Twp.)	G.O.	Otonabee (Twp.)	G.P.
Matheson (T)	Z.P.	Ottawa (C)	Z.P.M.
Matilda (Twp.)	G.P.	Owen Sound (C)	Z.O.M.
McDougall (Twp.)	Z.P.	Oxford East (Twp.)	G.O.
McGarry (Imp. Dis.)	Z.P.		
McGillivray (Twp.)	G.P.		

Name	Code	Name	Code
Oxford North (Twp.)	G.O.	St. Mary's (T)	Z.O.*M.
Oxford West (Twp.)	G.O.	St. Vincent (Twp.)	Z.P.
		Saltfleet (Twp.)	Z.P.
Pakenham (Twp.)	G.O.	Sandwich East (Twp.)	Z.O.
Paris (T)	Z.P.	Sandwich South (Twp.)	Z.P.
Peel (Twp.)	G.O.	Sandwich West (Twp.)	Z.O.
Pelee (Twp.)	Z.P.	Sarnia (C)	Z.O.M.
Pembroke (T)	Z.O.	Sarnia (Twp.)	Z.O.M.
Petawawa (Twp.)	Z.P.	Sault Ste. Marie (C)	Z.O.M.
Peterborough (C)	Z.O.M.	Scarborough (Twp.)	Z.P.M.
Pickering (Vg.)	Z.O.M.	Scott (Twp.)	G.P.
Pickering (Twp.)	G.P.	Scugog (Twp.)	Z.P.
Pilkington (Twp.)	G.O.	Seneca (Twp.)	G.O.
Pittsburgh (Twp.)	G.P.	Shuniah (Twp.)	Z.O.
Plympton (Twp.)	G.P.	Simcoe (T)	Z.O.
Point Edward (Vg.)	Z.O.M.	Smith (Twp.)	G.O.
Port Arthur (C)	Z.O.M.	Smith's Falls (T)	Z.O.*M.
Port Burwell (Vg.)	Z.P.	Sombra (Twp.)	Z.P.
Port Carling (Vg.)	Z.P.	Southwold (Twp.)	Z.P.
Port Colborne (T)	Z.P.	Stamford (Twp.)	Z.O.M.
Port Credit (Vg.)	G.P.	Stoney Creek (T)	G.O.
Port Dalhousie (T)	Z.O.M.	Storrington (Twp.)	G.O.
Port Dover (T)	Z.O.	Stouffville (Vg.)	Z.P.
Port Elgin (T)	Z.O.*M.	Stratford (C)	Z.O.*M.
Port Hope (T)	Z.O.	Streetsville (Vg.)	Z.O.M.
Portland (Twp.)	G.O.	Sturgeon Falls (T)	Z.O.
Port Perry (Vg.)	Z.P.	Sudbury (C)	Z.P.
Port Rowan (Vg.)	Z.O.	Sullivan (Twp.)	Z.P.
Port Stanley (Vg.)	Z.P.M.	Sunnidale (Twp.)	Z.P.
Prescott (T)	Z.P.	Swansea (Vg.)	Z.P.
Preston (T)	Z.O.M.	Sydenham (Twp.)	Z.P.
Puslinch (Twp.)	G.O.		
		Tarentorus (Twp.)	G.P.
Raleigh (Twp.)	Z.P.M.	Thorah (Twp.)	G.P.
Reach (Twp.)	G.P.	Thornbury (T)	Z.P.
Renfrew (T)	Z.O.M.	Thorold (T)	Z.P.
Richmond (Twp.)	Z.P.	Thorold (Twp.)	Z.O.M.
Richmond (Vg.)	G.O.M.	Thurlew (Twp.)	G.O.&Z.P.
Richmond Hill (T)	Z.O.M.	Tilbury (T)	Z.O.M.
Ridgetown (T)	Z.O.M.	Tilbury North (Twp.)	G.O.
Riverside (T)	Z.O.M.	Tilbury West (Twp.)	Z.P.
Rockcliffe Park (Vg.)	Z.O.	Tillsonburg (T)	Z.O.
Ross (Twp.)	Z.P.	Timmins (T)	Z.O.M.
		Tiny (Twp.)	Z.P.
St. Catharines (C)	Z.O.&Z.P.M.	Torbolton (Twp.)	G.P.
St. Clair Beach (Vg.)	Z.O.M.	Metropolitan Toronto	O.
St. Edmunds (Twp.)	Z.P.	Toronto (C)	Z.O.M.
		Toronto (Twp.)	Z.O.M.
		Toronto Gore (Twp.)	Z.P.



Name	Code	Name	Code
Townsend (Twp.)	Z.P.	Williams West (Twp.)	G.P.
Trafalgar (Twp.)	Z.O.M.	Williamsburg (Twp.)	G.O.
Trenton (T)	Z.O.M.	Willoughby (Twp.)	Z.O.
		Wilmot (Twp.)	G.O.
		Windsor (C)	Z.O.M.
Uxbridge (T)	Z.P.	Woodbridge (Vg.)	Z.O.M.
Uxbridge (Twp.)	G.O.	Woodstock (C)	Z.O.M.
		Woolwich (Twp.)	G.O.
Vaughan (Twp.)	G.O.&Z.P.M.		
Verulam (Twp.)	G.O.	Yarmouth (Twp.)	Z.P.
Vespra (Twp.)	G.O.	York (Twp.)	Z.O.M.
		York East (Twp.)	Z.O.M.
		York North (Twp.)	Z.O.M.
Walkerton (T)	Z.P.		
Wallaceburg (T)	Z.O.M.		
Walsingham North (Twp.)	Z.P.	Zorra West (Twp.)	G.O.
Walsingham South (Twp.)	Z.P.		
Wasaga Beach (Vg.)	G.O.		
Waterdown (Vg.)	Z.O.M.		
Waterford (T)	Z.O.		
Waterloo (C)	Z.O.M.		
Waters (Twp.)	Z.P.		
Welland (C)	G.O.		
Wellesley (Twp.)	G.O.		
Westminster (Twp.)	Z.P.&G.P.		
Weston (T)	Z.P.		
Whitby (T)	Z.O.		
Whitby (Twp.)	G.P.		
Whitby East (Twp.)	G.P.		
Whitchurch (Twp.)	G.P.		
Widdifield (Twp.)	Z.O.		

December, 1960.

## ⊙ COMMENTS ABOUT ZONING BYLAWS

Zoning bylaws require the formal approval of the Ontario Municipal Board in order to come into force. Prior to conducting public hearings on applications for approval of zoning bylaws, however, the Board requests comments from this Branch about all such bylaws passed by councils. During the year 1960, the Branch commented upon 863 zoning bylaws.

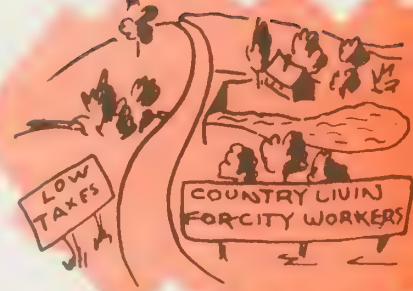
Upon written request to this Branch, a copy of these comments can be obtained by Council or Planning Board at the time they are forwarded to the Municipal Board.

The Branch continues to make comments to municipalities which forward zoning bylaws that are in a draft stage, of course, and a number of such drafts were examined in 1960. An advantage to commenting upon bylaws before they are passed by councils is the informal ease with which changes may be made; once having been passed by council, a zoning bylaw can only be changed by the formal passing of a further bylaw.

## COUNTY PLANNING - A UNIQUE REPORT

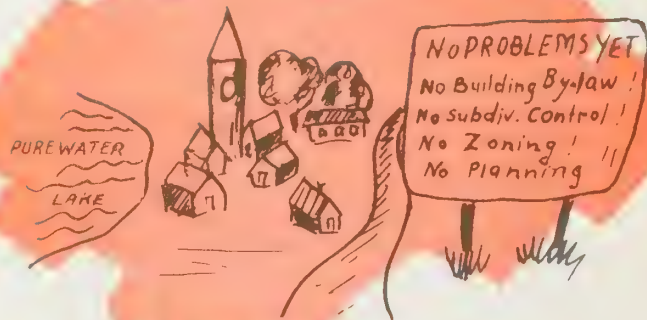
"County Planning" is a folder which was produced by the Tri-County Committee which is composed of representatives from the Counties of Peel, York and Ontario.

In 1959, the outgoing planning committee of York County Council recommended that a meeting of three counties - York, Peel and Ontario - take place to consider jointly the consequences of Toronto's metropolitan growth. This meeting was held in Newmarket on September 28th 1960. The material contained in this folder "County Planning" contains proposals which were discussed and agreed upon at this September meeting.



Essentially the report focuses attention on the basic formula familiar to all journalists: "where", "when", "why" and "how". On four pages, brief but pointed statements refer to the basic problem facing the municipalities which form the horseshoe around Metropolitan Toronto. Reference is made to the legislative powers in The Planning Act which enable a County Council to act for a majority of all of the municipalities within a county to finance and conduct a planning programme.

The report notes that a statement is available for those who desire a first-hand knowledge of the problem particularly of the points of view expressed by six outstanding speakers in the fields of planning and local government. However, the unusual composition of this initial report minimizes its dependence on a statement of the full proceedings.





Colours, cartoons with caustic comment, and a map of the central Ontario region are all brought together by the folding of a single sheet, providing four surfaces, of letter-size pages which, unfolded, presents the informative map on the reverse side.

For most of us the digestion of reports of any kind is accompanied with some discomfort. We believe that this report overcomes many of the criticisms which come from municipal officials who are deluged with an excess of facts and figures upon which they are expected to make a decision. The Tri-County Committee responsible for this production are to be commended for the approach they have taken. Above all else, this report indicates a recognition of the role of education as a means of persuading our civic officials of the need and nature of county planning.

For further information about the folder or matters pertaining to it, please contact one of the following:

- Mr. J.L. Smith, County Clerk, County of York, 62 Bayview Avenue, Newmarket, Ontario;
- Mr. W.G. Manning, County Clerk, County of Ontario, Box 500, Whitby, Ontario; or
- Mr. H.H. Rutherford, County Clerk, County of Peel, County Buildings, Brampton, Ontario.





## ◎ SHOPPING CENTRES

One of the questions discussed during the Urban Development Institute conference in Toronto on January 13th was, "Are there too many shopping centres?"

It was agreed that this question could only be answered with reference to specific areas:- some still have undeveloped potentialities; some are seemingly balanced; while in other areas there are unoccupied stores in shopping centres which gives an indication of a surplus position. While in this latter situation there is the point that the developer may have built for a future market, there is also the point that he may also have overestimated that part of the market that he could attract.

It is quite an interesting exercise for anyone to add together the population deemed by the developers to be in their "hip pocket" for retail sales purposes and to compare these figures with other forecasts of population.

All the panel members agreed that realistic and intensive market surveys must precede the decision of when, what and where to build shopping centres. The importance of this survey, and perhaps also an indication of the relative youth and imperfection of the science of market analysis, was stressed by a representative of one of Canada's largest food chains who indicated that even though they may have a market survey made by independent specialists they always supplement the survey by one of their own.

In the course of the discussions reference was made to instances where planning boards have indicated little appreciation of shopping centre locational factors in their recommendations to Council on zoning bylaws and official plans.

The August-September 1960 issue of Area Development Bulletin carries an interesting comment on the activities of the Cleveland Regional Planning Commission in its attempts to forecast shopping needs. The article is reproduced here. We are also reprinting an article which appeared in the July-August 1960 issue of the Virginia Newsletter, "Commercial Zoning - How Much More?" which bears on this problem of too much commercial land.

### • • • Suburban Shopping Centres Analysis Guides Location of New Facilities

Area Development Bulletin,  
U.S. Dept. of Commerce, Washington, D.C.

"Strung along busy suburban roadways and rising from long-vacant tracts at the intersections of major thoroughfares are the new commercial developments which have been causing downtown business interests so much concern about their own economic future. Also deeply interested in the rapid spread of outlying commercial development are community planners, who must guide as best they can the further expansions of existing business areas and the location of additional trade centers in the fast-growing suburbs.

"Be it a small group of "neighborhood convenience stores" or a multi-acre shopping center, a shopping facility serves a fairly-well defined trade area in satisfying consumer needs for goods and services. If planners are to make sound recommendations on the location and extent of commercial activity in their suburban districts,

they must know, not only the characteristics and direction of population growth and highway construction, but fully as well consumer shopping patterns, the nature of existing shopping facilities, and plans for new commercial development.

"When Cleveland's Regional Planning Commission set out to prepare a guide to the retail requirements of population in Cuyahoga County for the year 1970, it first inventoried the store area and parking facilities presently available at business centers at the outer edges of Cleveland and the suburban municipalities of the county. Then it determined the residence and number of families that supported each business center in terms of "store area per family."

"As part of the procedure, store areas in 98 business centers were mapped and analyzed, and 35,000 shoppers were interviewed on their residence location, mode of travel to shop, and shopping itinerary, to define "store-area requirement for each family derived from study of existing facilities, the study team derived total square feet of store area required for the number of families expected in 1970. Finally, considering such factors as rate of population change, major thoroughfares planned, and what had been learned of changes anticipated in existing shopping facilities, the team reviewed the current shopping pattern in each suburb and modified it accordingly to obtain the 1970 pattern.

"Details of this study appear in "Suburban Business Centers" and a statistical supplement, both available for \$5.00 from the Regional Planning Commission, 415 The Arcade, Cleveland 14, Ohio.

"The report cautions on the use of derived figures of store area per family, pointing out that they are susceptible to change in view of special location factors or local shopping habits. It also indicates that, with due care, planners can formulate a workable guide for accommodating the future needs of area consumers."

... "Commercial Zoning - How Much More?"

Virginia Newsletter,  
Dept. of Conservation and Economic Development,  
Richmond, Virginia.

"The demand for land for commercial purposes is directly related to the profits anticipated from its use. Competition for the more advantageous sites places a higher market value on commercial land than can be commanded by most other uses. Consequently, during the period of rapid expansion of any area when there is mushrooming growth, all land in the daily stream of the community activities is optimistically viewed as potential commercial property. The strip along each major highway, the corners of every busy street intersection, and a large zone centering on the hub of the city are seen as choice business sites. This over-exploitation of land is fostered by numerous individuals and groups interested in quick turnovers and high returns. Moreover, without adequate measure of the relationship between commercial uses and the population to be served, early zoning plans generally accepted this speculative urge in order to secure adoption.

"Although pressure for too liberal business zoning still comes from some uninformed, misguided or overoptimistic property owners, there is an optimum amount of space that can be utilized by commercial interests for any given population.



"Overzoning of land for commercial purposes is detrimental in many ways. It creates a surplus supply on the erroneous assumption that it will ultimately be used. This results in depressed property values for owners in the less strategic locations. In turn, this weakens the tax structure of the entire community.

"Equally important, overzoning has the effect of sterilizing large areas that otherwise might have been developed for some more logical use. Land so zoned is usually spottily developed with single-family or other "high-type" uses. In effect, the zoning plan neither recognizes the existence of many residential uses in the area nor gives sufficient protection to the strategic locations for which there is a genuine need and demand. In sum, overzoning tends to sterilize ribbon frontage areas for any effective use, and the proper land is not reserved for the vital needs of commerce. The average amount of land used for commercial purposes in 53 selected cities is 3.32 per cent of the total developed area.\*"

\*A survey of 4 municipalities in the 20,000 - 40,000 population range carried out by the Community Planning Branch in 1960 indicated that 4% to 5% of the total developed area was devoted to commercial use including street area. Assuming that 30% of the area was occupied by streets the net commercial area in these 4 cases approximates the figure stated in the above item.

## ◎ MORE ON SHOPPING MALLS

Recently there have been a number of comments on the degree of success or failure of the mall idea.

The February 15th Globe and Mail reported on this matter and gave a brief appraisal of the five malls which were tried out in Canada in 1960. They indicated that 1961 "will see a more limited use of the mall as a means of boosting business".

Ottawa's Sparks Street mall, three blocks in length, was tried out for a three and one-half months period. The Sparks Street Development Association claim that the mall was a success for both shoppers and business with 88% of the 2000 Ottawa residents polled being in favour of a permanent mall. The only flaw that was reported was the lack of off-street parking, since it was discovered that Ottawa shoppers are unwilling to walk further than 600 feet from their shopping places.

Forty-one members of the Sparks Street Development Association voted to create another temporary pedestrian mall this summer and take steps toward a permanent mall in 1962, while 46 owners or tenants of Sparks Street properties have filed a petition with Ottawa's City Council opposing the mall. On February 21st, Ottawa's City Council approved in principle the creation of a mall for the summer of 1961.

Other Canadian communities on which the Globe and Mail reported were:

<u>Orillia</u>	- A three-day mall. Merchants within the mall area reported improved business, while those in the suburban shopping centres said that business dropped off.
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Peterborough - Three malls:- Christmas period 1959 - 3 hours;  
Christmas 1960 - all day; and Easter 1960 -  
3 hours.  
The merchants had varying degrees of success  
at the above malls.

Timmins - The three-hour mall was a success. It might be  
tried again in 1961.

and

Nanaimo, B.C. - A three day mall. This also was successful and  
might be tried again in 1961.

Three notes of caution about the use of the mall idea came from the Guelph Mercury, the January 1961 American Society of Planning Officials (ASPO) newsletter and Area Development Bulletin, June-July 1960.

The Guelph Mercury commented upon the fire hazard created when thoroughfares are converted into pedestrian malls. They cited the example of Kitchener which had two business block fires in a six-week period.

The January 1961 ASPO newsletter reports that Toledo, Ohio, one of the first cities in the United States to try pedestrian malls as a means of attracting business to the downtown area, decided to end the experiment late in 1960. Merchants reported that the mall actually hurt business.

We are reprinting an article which appeared in the June-July 1960 issue of Area Development Bulletin. This is a stop, look, and then act article.

• • • Malls: Promotional Gimmicks Or Sound Help for Downtown?

Area Development Bulletin,  
U.S. Dept. of Commerce, Washington, D.C.

"Well over 50 American communities reportedly have now experimented with a "mall" to revitalize their downtown shopping areas.

"Although malls vary in detail, they usually occupy several blocks along Main Street which have been cut off to all but emergency vehicular traffic, landscaped, equipped with rest facilities and play areas for small children, and otherwise made more attractive and convenient for downtown shoppers. Thus far, at least one community, Kalamazoo, Michigan, has established its mall on a permanent basis. Meanwhile, other localities, seriously considering the same move, may be wondering if they are ready yet to take such a step.

"Thus far there has not been time enough to provide substantial evidence that the mall idea will, in any given instance, pay off on a long-term basis. Initial gains in business reported on-mall establishments may be attributed to extra shopper interest stimulated by the novelty of the mall itself rather than to a definite change in buying habits to favour downtown as against outlying shopping districts. Several criticisms of the mall idea are worth noting, however, as guides for local business groups which have been considering malls for their own downtown areas.

"A major criticism of malls, leveled by planner Victor Gruen in the December, 1959, "National Civic Review" is that they are primarily promotional and advertising gimmicks aimed at creating sensations, rather than well thought out elements of overall community planning programs.

"Gruen notes that if a mall is to be a long-term success, the community first must provide:

- Convenient access from suburban areas to the downtown core;
- A belt road system capable of diverting traffic around the downtown core without congestion;
- Adequate facilities, peripheral to the downtown core, for handling and storing public transportation and private cars; and
- A system for servicing downtown buildings without interference with other vehicular or pedestrian traffic.

"Perhaps many mall experiments have been inspired initially by the desire to do something relatively quick and spectacular to stimulate downtown retail sales. However, communities which create malls and pay little attention to planning and traffic considerations probably will fall far short of their long-term objectives. Thought must be given also to the needs of downtown business establishments not located on or even near the mall and therefore unable to capitalize directly on improved shopping conditions.

"It is, therefore, important that communities considering permanent malls recognize the need to coordinate them with broader plans for both downtown and overall community development."

#### ⊙ AMERICAN SOCIETY OF PLANNING OFFICIALS (A.S.P.O.)

meet in Denver, Colorado, April 30th, 1961.

A.S.P.O. is holding its 1961 National Planning Conference in Denver, Colorado, April 30th to May 4th. There will be the usual programme of panels, workshops, clinics and addresses from well-known people in planning and related fields. For a copy of the programme, write to A.S.P.O. 1313 East 60th Street, Chicago 37, Illinois.

. . . A.S.P.O. recently released its publication "Planning 1960" which is a report of the conference papers given at its annual conference in Florida, May 1960. Something new and very helpful has been added to this report of the annual conference proceedings, an index to the authors of the papers. This will be much appreciated. A few of the topics were: Waterfront Development; Planning Design and Public Opinion; and Gasoline Service Stations.

"Planning 1960", \$5.00, 210 pp., December 1960.  
A.S.P.O. Chicago, 37, Illinois.

⊙ CENTRAL MORTGAGE AND HOUSING CORPORATION ANNOUNCED FELLOWSHIPS AND BURSARIES AVAILABLE FOR PLANNING COURSES, 1961-1962

CMHC is offering fellowships, bursaries, and travelling scholarships to students undertaking planning and/or housing studies in the 1961/2 academic year at four Canadian universities, i.e. Toronto, McGill, British Columbia and Manitoba.

Applications for these grants must be in the hands of the Registrars of one of the above universities by June 1, 1961.

The CMHC programme of educational grants under Part V of the National Housing Act, is intended to encourage post graduate studies and research in housing, community planning and related subjects at the Canadian universities mentioned above.

Details on the grants offered by CMHC are:-

- .. 15 planning fellowships of \$1500 each will be awarded to candidates registered for professional courses in planning at the above listed universities. Application forms are available from the registrars of these universities and should be returned to these registrars not later than June 1, 1961.
- .. 8 bursaries of \$1200 each are offered this year to assist students taking post graduate courses in the fields of housing urban development and state management. Applications for the bursaries should be made to the CMHC, Head Office, Ottawa.
- .. 5 travelling scholarships will be awarded to one undergraduate student at each of the five schools of architecture in Canada, the Ecole d' Architecture de Montreal being the only one not previously mentioned.
- .. Senior fellowships are offered to one or two persons of outstanding qualifications to carry out advanced studies of housing design and management or urban analysis and development. Applications for these fellowships should be made as soon as possible to CMHC, Ottawa.

Details of the entire programme may be obtained from the Chairman, Advisory Group, Central Mortgage and Housing Corporation, Ottawa, Canada.

PLANNING BOARD DIRECTORY

The Community Planning Branch recently issued a revision of the 1959 Planning Board Directory. This Directory is designed primarily for use within the Branch, but a limited number of extra copies will be available for general distribution.



## PROFESSIONAL COURSES IN COMMUNITY PLANNING

*in which registrants are eligible for  
CMHC Planning Fellowships*

### UNIVERSITY OF TORONTO

The course is open to candidates having the equivalent of Bachelor standing in a discipline contributing to Town and Regional Planning. Successful candidates receive the professional Diploma in Town and Regional Planning after course work normally filling one academic year. It is also possible for Master's degree candidates in other subjects to follow part of the planning course and for approved graduate Architects to fulfil requirements for the degree of M.Arch. by taking the planning course and, in addition, completing a thesis. Prescribed lectures and practical work deal with the literature, theory and principles of planning; with municipal engineering, law and government; and with field and studio exercises and reports based on developments actually occurring in the region. Elective courses are chosen in staff consultation to supplement the candidate's initial training. The Diploma Course is directed by Professor A. J. Dakin of the Division of Town and Regional Planning, University of Toronto.

### UNIVERSITY OF BRITISH COLUMBIA

The course is offered in the Faculty of Graduate Studies and leads to a Master of Arts or Master of Science degree in Planning. The candidate may have any of a variety of Bachelor degrees, preferably in Economics, Geography, Architecture, Political Science, Sociology or Engineering. The course of study consists of a minimum of 30 units (usually two years), including 18 units of Planning subjects and at least four elective subjects (12 units) in allied fields. The core of the course is the planning workshop, designed to integrate the work covered in the other subjects through the solution of realistic planning problems. The course is directed by the University Committee on Community and Regional Planning, and is under the supervision of its Secretary, Professor H. P. Oberlander, School of Architecture, University of British Columbia, Vancouver.

### McGILL UNIVERSITY

The course in the Faculty of Graduate Studies is open to any candidate proceeding to a Master's degree in a discipline related to physical planning and in which the candidate has a Bachelor's degree or the equivalent (e.g. in Architecture, Economics, Engineering, Geography, Law, Political Science, Sociology and related social studies). The professional course for the Master's degree consists of prescribed work in one or more of these departments, together with the preparation of a thesis and participation in workshops and seminars. The course of study is supervised by the Interdepartmental Committee on Physical Planning of which the Chairman is Professor H. Spence-Sales of the School of Architecture, McGill University, Montreal. It is not usually possible to complete the requirements for a Master's degree at McGill University, including the thesis, in a single academic year.

### UNIVERSITY OF MANITOBA

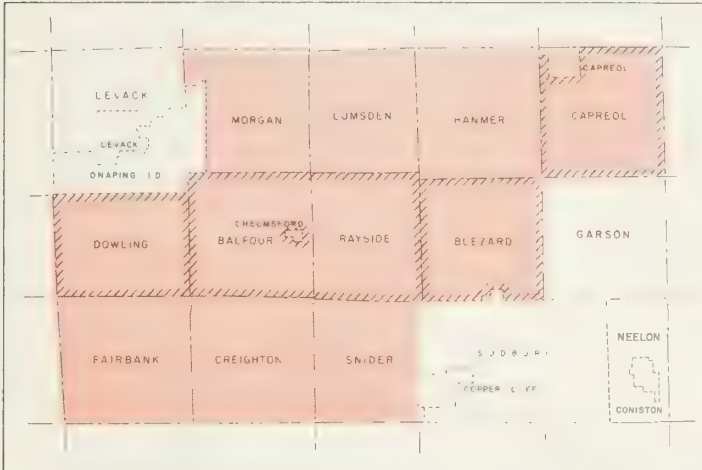
The course in the School of Graduate Studies is open to candidates holding a Bachelor's degree of recognized standing in either Architecture or Civil Engineering and who are proceeding to the degree M.Arch. (Community Planning) or M.Sc. (Community Planning). Course work requiring residence in Winnipeg can usually be completed in a single full-time academic year; it consists of prescribed lectures to round out undergraduate curricula and to introduce aspects of government, economics and social studies; in addition there are basic courses in enumeration, graphic analysis and presentation, as well as field visits and reports. The preparation of a thesis may be done after completion of other requirements. The course is directed by an inter-faculty group; inquiries should be addressed to Professor V. J. Kostka in the School of Architecture, University of Manitoba, Winnipeg.

⊙ BRIEFLY NOTED

... Chelmsford and Blezard Valleys Planning Area

On November 17th, 1960, the Minister defined the Chelmsford and Blezard Valleys Planning Area as a joint planning area. It consists of the whole of the Towns of Chelmsford and Capreol, the Townships of Blezard, Capreol,

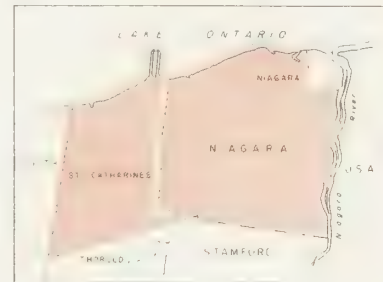
Hanmer, Rayside, Balfour and Dowling, and the unorganized townships of Creighton, Snider, Morgan, Fairbank and Lumsden. The Township of Rayside is the designated municipality. The Rayside and Balfour Planning Areas became subsidiary planning areas. Three new subsidiary planning areas were designated by the Minister on January 16th and 18th and February 2nd, 1961: The Blezard Planning Area, the Township of Capreol Planning Area and the Dowling Planning Area.



... City of St. Catharines Planning Area

The City of St. Catharines Planning Area, a single independent planning area, was altered by the Minister on December 29th 1960, to coincide with the boundaries of the City of St. Catharines as established on January 1, 1961. The Merritton, Port Dalhousie and Grantham Planning Areas were dissolved to be in accord with the major changes in municipal boundaries scheduled to take effect January 1st. The boundaries of the Niagara Township Planning Area, a

single independent planning area, were also altered to coincide with the changed municipal boundaries of the Township of Niagara, effective January 1st.



... The London and Suburban Planning Area

On February 15th, the Minister defined the City of London as a subsidiary planning area within the London and Suburban Planning Area.

... Metropolitan Toronto Planning Area

On February 3rd, the Minister defined the Town of Mimico as a subsidiary planning area within the Metropolitan Toronto Planning Area.

• • • Plans of Subdivision

During January 1961, 94 draft plans of subdivision were received; 47 final plans were approved and 41 registered plans were received.

• • • Redevelopment

The City of Ottawa anticipates that the final report of the urban renewal study will be completed by March.

Sault Ste. Marie distributed the short form of the Urban Renewal Report on September 15 and hope to release the final report in the near future.

The City of Sudbury is drafting the Final Report of their Urban Renewal Study.

⊙ COMING EVENTS

<u>When</u>	<u>What</u>	<u>Where</u>
April 27-28, 1961	National Association of Housing and Renewal Officials International Chapter Conference.	Toronto, Ontario.
April 30 - May 4, 1961	American Society of Planning Officials, Annual Conference.	Hotel Denver Hilton, Denver, Colorado.
June 1-2, 1961	Ontario Planning Staff Conference.	Toronto, Ontario.
June 21-23, 1961	Town Planning Institute of Canada, Annual Conference.	Vancouver, British Columbia.
October 10-13, 1961	Community Planning Association of Canada, Annual Conference.	Halifax, Nova Scotia.
October 23-28, 1961	'Resources' for tomorrow, First Conference.	Queen Elizabeth Hotel, Montreal, Quebec.
November 26-30, 1961	American Institute of Planners, Annual Conference.	Detroit, Michigan.







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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No. 3, March 1961

ACTIVITIES OF THE COMMUNITY PLANNING BRANCH  
1960



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## ACTIVITIES OF THE COMMUNITY PLANNING BRANCH, 1960

The Community Planning Branch was transferred to the Department of Municipal Affairs on April 1, 1960, marking the beginning of a re-organization of the Department of Municipal Affairs.

The Branch had an authorized complement of 68 throughout 1960. At the end of the year, there was one vacancy on the complement. There were also 10 employees on the "casual" staff, 4 of them working on a special study of minimum standards of occupancy and maintenance of dwellings, due to be completed early in 1961. Another of the casual employees is replacing a member of the permanent staff now on leave of absence to complete a university course in planning. The remaining 5 casual employees are performing essential services in the Branch.

### PLANNING AREAS AND PLANNING BOARDS

In Ontario, planning boards are appointed by municipal councils under the provisions of section 3 of The Planning Act. They are responsible for performing certain planning functions in planning areas defined by the Minister of Municipal Affairs under the provisions of section 2 of the Act. The principal functions assigned to planning boards are found in section 10 of The Planning Act. Briefly, these functions include the making of studies relating to the physical, social, and economic aspects of the planning area, seeking means to promote the best development of the area, publishing information about planning activities in the area, and preparing an official plan.

While a good many planning areas include only one municipality, it is now widely recognized that a large variety of planning and developmental problems cannot be contained within the boundaries of a single municipality. The Planning Act enables the Minister to define joint planning areas, consisting of any number of municipalities or parts of municipalities. In 1960, eight joint planning areas were defined by the Minister, as follows:

Date Defined	Name of Planning Area	Municipalities Included
March 31	Harrow and Colchester South Planning Area	Town of Harrow Township of Colchester South
April 14	Wingham-Turnberry Planning Area	Town of Wingham Township of Turnberry
May 4	Owen Sound and District Planning Area	City of Owen Sound Township of Derby Township of Sarawak Township of Sydenham
May 6	Norwich and District Planning Area	Village of Norwich Township of Norwich North

Date Defined	Name of Planning Area	Municipalities Included
August 2	Saugeen and District Planning Area	Town of Southampton Township of Bruce Township of Saugeen
August 17	Central Wellington Planning Area	Town of Fergus Village of Elora Village of Arthur Township of Nichol Township of West Garafraxa
August 17	Mitchell and District Planning Area	Town of Mitchell Township of Logan
November 17	Chelmsford and Blezard Valleys Planning Area	Town of Chelmsford Town of Capreol Township of Blezard Township of Capreol Township of Hanmer Township of Rayside Township of Balfour Township of Dowling Unorganized Townships of Creighton, Snider, Morgan, Fairbank, Lumsden.

Seven single independent planning areas were defined in 1960, each consisting of one municipality. None of these single independent planning areas are situated within any of the joint planning areas now in existence, thus distinguishing them from subsidiary planning areas. These seven new single independent planning areas are:

Date Defined	Name of Planning Area	Municipality
April 13	Exeter Planning Area	Town of Exeter
May 2	Village of Ayr Planning Area	Village of Ayr
June 14	Bruce Planning Area	Township of Bruce
June 23	Wlarton Planning Area	Town of Wlarton
June 30	Puslinch Planning Area	Township of Puslinch (part)
July 13	Howard Planning Area	Township of Howard
August 10	Bracebridge Planning Area	Town of Bracebridge



Subsidiary planning areas are smaller planning areas that are located within a joint planning area. They are expected to deal with planning matters of a primarily local nature. During 1960, the following eight subsidiary planning areas were defined:

Date Defined	Name of Planning Area	Municipality
July 5	City of Stratford Planning Area	City of Stratford
August 23	Otonabee Planning Area	Township of Otonabee
September 12	Courtright Planning Area	Village of Courtright
September 29	Maidstone Planning Area	Township of Maidstone
October 17	Mara Planning Area	Township of Mara
October 19	Nichol Planning Area	Township of Nichol
October 19	West Garafraxa Planning Area	Township of West Garafraxa
December 22	Caldwell Planning Area	Township of Caldwell

Six existing planning areas were enlarged during 1960. These were:

- Neelon and Garson Planning Area
- City of Sudbury Planning Area
- Oakville - Trafalgar Planning Area
- Burlington and Suburban Planning Area
- City of St. Catharines Planning Area
- The Niagara Township Planning Area

Seven planning areas were dissolved in 1960:

- McKim Planning Area
- McKim and Neelon and Garson Planning Area
- Oakville Planning Area
- Trafalgar Planning Area
- Grantham Township Planning Area
- The Merritton Planning Area
- The Port Dalhousie Planning Area

The McKim Planning Area and the McKim, and Neelon and Garson Planning Area were dissolved as part of the re-organization of the planning machinery in the Sudbury area following upon the recent annexation of surrounding territory to the City of Sudbury. The St. Catharines Planning Area was enlarged to include the former planning areas of Grantham, Merritton and Port Dalhousie following upon the recent amalgamation of these municipalities.

Planning Areas Defined, Altered, or Dissolved, 1946 - 1960

The following table shows for each of the years since 1946 the number of planning areas of each type defined, the number of planning areas the boundaries of which have been altered, planning areas dissolved, and net change in number of planning areas:

Year	Single Independent	Joint	Subsidiary	Total	Planning Areas Altered	Planning Areas Dissolved
1946	11	8	4	23	-	-
1947	18	12	7	37	-	-
1948	7	5	4	16	1	1
1949	8	4	2	14	-	1
1950	12	4	3	19	4	-
1951	9	2	4	15	4	-
1952	4	2	3	9	3	1
1953	18	6	6	30	3	1
1954	11	2	8	21	3	1
1955	26	-	10	36	1	2
1956	34	1	2	37	6	1
1957	17	9	4	30	3	1
1958	10	7	2	19	2	1
1959	13	6	3	22	5	3
1960	7	8	8	23	6	4

Planning Areas at December 31, 1960

Single Independent Planning Areas - - - - 162

Subsidiary Planning Areas - - - - - 100

Joint Planning Areas - - - - - 72

Total - - - - 334

Municipalities wholly or partially within planning areas as of  
December 31, 1957 to 1960.

	1957	1958	1959	1960
Cities	29	29	30	30
Towns	99	102	106	115
Villages	45	49	48	51
Incorporated Townships	171	186	199	220
Unorganized Townships	23	23	26	34
Improvement Districts	5	5	4	5
Metropolitan Municipalities	1	1	1	1
Totals	373	395	414	456

## OFFICIAL PLANS

Communities grow and change as the result of innumerable decisions by homeowners, shopkeepers, industrialists, land developers, municipal councils, local boards and commissions, and others. It is highly important that these decisions be suitably co-ordinated on the basis of an agreed-upon policy, programme, and pattern of development if growing or changing communities are to preserve what is good from their past and if they are to guide future development along sound lines. The Planning Act provides for the preparation and recommendation of such a policy, programme, and pattern by the planning board, its adoption by the municipal council, and its approval by the Minister of Municipal Affairs as an official plan. The requirement for the Minister's approval is found in section 12 of The Planning Act.

One of the functions of the Community Planning Branch is to process applications for the Minister's approval of proposed official plans and proposed amendments to official plans. This function is performed by the Official Plans Section of the Branch. This function involves reviewing each application to make sure that it is in the correct form, consulting the planning boards of adjoining planning areas or the councils of adjoining municipalities and officials of various provincial and federal departments that might be affected by the plan or amendment, and examining the proposal from a technical point of view. It also involves explaining to municipal councils and newly-appointed planning boards the nature and purpose of official plans and disseminating information on procedures relating to official plans and their approval. This results in many meetings with planning and municipal officials in the offices of the Branch and a considerable amount of travel on the part of members of the staff of the Official Plans Section to meet with planning and municipal officials in their own home communities.



## OFFICIAL PLANS APPROVED DURING 1960

During 1960, official plans were approved for nine planning areas. These were:

City of Cornwall Planning Area  
Darlington Planning Area  
Grimsby and Suburban Planning Area  
Meaford Planning Area  
Melancthon Planning Area  
St. Mary's Planning Area  
Shuniah Planning Area  
Strathroy and Suburban Planning Area  
Township of Tecumseth Planning Area

Number of Applications for Approval of Official Plans and Amendments finally dealt with, 1956-1960.

The following table sets out the number of applications finally dealt with in each of the past five years.

	1956	1957	1958	1959	1960
(a) Official Plans Approved	11	5	10	7	9
(b) Amendments Approved	119	113	119	108	123
(c) Applications Refused or Not Recommended	10	2	1	5	2
(d) Applications Withdrawn or Abandoned	8	8	4	8	8
TOTALS	148	128	134	128	142

Applications received for approval of proposed official plans or amendments, 1956 - 1960

More applications for approval of proposed official plans or amendments to official plans were received in 1960 than in any previous year. The figures for 1956 - 1960 are given in the following table.

	1956	1957	1958	1959	1960
(a) Proposed Official Plans under section 12 of the Act	10	10	8	5	8
(b) Proposed Amendments under section 14 (1 and 2) of the Act	135	111	137	142	176
(c) Proposed Amendments under section 14 (3) of the Act	7	13	11	16	14
TOTALS	152	134	156	163	198
(d) Revisions to Official Plans					18
(e) Extensions to Official Plans					5

N.B. Items (d) and (e) are included in the figure of (b) but have been separated here to indicate that, although technically they are amendments, for practical purposes they are considered to be new Official Plans.

Applications referred to Ontario Municipal Board, 1956 - 1960

	1956	1957	1958	1959	1960
(a) Pursuant to section 14 (4) of the Act	4	7	8	9	9
(b) Pursuant to section 29 of the Act	10	9	14	14	25

## REPORTS ON CONFORMITY OF ZONING BYLAWS WITH OFFICIAL PLANS

As is mentioned in the section of this report dealing with zoning, the Ontario Municipal Board refers to the Community Planning Branch copies of zoning by-laws submitted to the Municipal Board for approval. Through an arrangement with the Municipal Board, the Branch examines the by-law to determine whether or not it is in conformity with an official plan in force in the municipality which has passed the by-law. In 1959, the Branch examined 609 such by-laws. In 1960, this figure rose to 716.

## ZONING BYLAWS

Zoning by-laws are passed by the councils of local municipalities under the provisions of section 30 of The Planning Act for the purpose of regulating the use of land and the erection and use of buildings in the interests of producing a harmonious land-use pattern and establishing certain desirable standards of spacing of buildings, density of population, and other matters considered essential to the preservation and promotion of sound, healthy, attractive community conditions. The councils of local municipalities have had authority to pass zoning by-laws for many years. Over most of this time, the legislative authority has been in The Municipal Act. It was transferred from section 390 of that Act and became section 27a of The Planning Act, 1955 in 1959. With the coming into force of the Revised Statutes of Ontario, 1960 on January 1, 1961, this section became section 30 of The Planning Act.

Zoning by-laws are often erroneously regarded as negative measures designed to prevent the encroachment of undesirable uses into "better" residential neighbourhoods. No doubt this is how zoning by-laws originated, but the present legislation permits the use of zoning by-laws as a positive means of implementing certain aspects of official plans and thus contributing to the development of a harmonious, well-articulated land-use pattern in the community. A number of municipalities are taking advantage of some of this more positive potential of the zoning legislation, with increased benefits to the residents of those municipalities.

In earlier days, it was generally considered that zoning by-laws were appropriate only to urban situations, but it is now realized that rural and resort municipalities can make good use of zoning by-laws in order to prevent undesirable situations from developing and to encourage the maintenance of sound and healthy rural and resort communities.

The ultimate objective is the development of carefully prepared and integrated zoning by-laws covering entire communities in which growth or other change is taking place or is anticipated. Many new zoning techniques are being developed in various Canadian and United States communities for the purpose of improving and simplifying the regulation of the use of land and the erection and use of buildings without unduly limiting the traditional rights and privileges of the owners and occupants of land and buildings. The Community Planning Branch devotes considerable attention to these new techniques and uses its facilities to disseminate information to Ontario communities about those practices that seem to give the most promise of improving zoning by-laws and their enforcement in Ontario.

The Community Planning Branch maintains an advisory service for planning boards and municipal councils in regard to proposed zoning by-laws or other regulation of the use of land or the erection and use of buildings. In addition to the large number of consultations in the offices of the Branch with representatives of municipalities and planning boards, the Branch furnished written comment to either planning boards or municipal councils on 595 by-laws in 1960. These included 34 by-laws covering entire municipalities, 33 by-laws covering parts of municipalities, and 528 amending by-laws. While these figures are impressive for a single year's activities, the number of by-laws dealt with under each category was substantially smaller in 1960 than in any of the preceding four years. This is not too surprising, in view of the number of by-laws already



in force and the improvement over the years in the quality of the by-laws, reducing the necessity for too frequent amendment.

All zoning by-laws and amending by-laws require the approval of the Ontario Municipal Board before they can come into force. At the request of the Municipal Board, the Community Planning Branch reviews all by-laws and amending by-laws submitted to the Board for approval. As is mentioned in the section of this report dealing with official plans, the Branch, in its review, determines whether or not, in its opinion, the by-law or amending by-law is in accordance with the official plan, where there is an official plan in force. The Branch also concerns itself with the quality of the by-law and draws attention to any respects in which the by-law might be improved. During 1960, the Branch commented to the Municipal Board on 628 by-laws and amending by-laws.

The situation in Ontario in regard to the regulation of land use in the interests of sound community development is encouraging. At the end of 1960, at least 357 municipalities had enacted zoning by-laws of one kind or another. These municipalities represent 36% of the 976 incorporated municipalities in the Province, including counties. In this connection, counties have authority to pass by-laws regulating the use of land and the placing of buildings within 150 feet of the limits of all county roads.

All of these municipalities do not have zoning by-laws of the same quality. Some are rudimentary by-laws, applying certain limited standards but not setting out various zones for specific uses of land, such as residential, industrial, commercial, etc. Some by-laws cover only part of the municipality, rather than the entire municipality. It is worth noting that 131 of the 357 municipalities mentioned above have comprehensive zoning by-laws that cover the entire municipality, divide the municipality into land-use zones, and establish regulations on the use of land and the erection and use of buildings. It is of interest that all of the cities in Ontario, 56% of the towns, 22% of the villages, 33% of the townships and 25% of the improvement districts have some type of zoning by-law in force.

## COMMITTEES OF ADJUSTMENT

Committees of adjustment are established under section 17 of The Planning Act and perform the duties set out in section 18. They consist of three or more members appointed by the council of the municipality. Committees of adjustment may be established only where the municipality has an official plan that has been implemented by one or more by-laws of the municipality. In practice, this means zoning by-laws.

During 1960, five new committees of adjustment were formed in Ontario -- in the Cities of Cornwall and Sudbury, in the Towns of Pembroke and Deep River, and in the Township of Widdifield. This brought to 67 the total number of committees of adjustment in existence at the end of 1960. Of these, 24 were in cities, 24 in towns, 6 in villages, and 13 in townships. Committees of adjustment are empowered to grant minor variances from the strict provisions of zoning by-laws and in very limited circumstances to permit certain uses and construction that

would otherwise not be permitted under the zoning by-law. It is generally agreed that the authority of committees of adjustment is very limited. These agencies are not expected to usurp the legislative authority of the municipal council to effect major changes in the land and building regulations incorporated in zoning by-laws.

Section 18(12) of the Act provides a right of appeal against the decision of the committee of adjustment by the applicant, by the Minister, or by any other person who has an interest in the matter. The appeal is to the Ontario Municipal Board. The Community Planning Branch reviews all decisions of all committees of adjustment and recommends to the Minister in appropriate cases that the decision of the committee of adjustment be appealed. During 1960, the Branch reviewed 2072 decisions of committees of adjustment, down slightly from the 2171 decisions reviewed in 1959 but greater than the number reviewed in any other previous year by the Branch.

The number of decisions of committees of adjustment appealed by the Minister in 1960 was 11, exactly one-half of the figure for 1959. Applicants to committees of adjustment appealed 69 decisions of committees of adjustment in 1960, the same figure as for 1959. Persons other than the Minister or the applicant appealed 31 decisions in 1960, down slightly from the figure of 37 for 1959. The total number of appeals in 1960 was 111, 5.1% of the total number of decisions made by committees of adjustment during the year. The comparable figures for 1959 are 128 and 5.8%. With the exception of 1958, this was the smallest proportion of appeals to total decisions in any year to date.

## URBAN RENEWAL

Municipalities in Ontario, like those in the rest of Canada, in the United States, and in many other countries, have shown a keen interest in recent years in urban renewal -- that is, in preventing the deterioration of their older sections, in rehabilitating areas that have begun to deteriorate, and in clearing and redeveloping some of the areas that have deteriorated to the point where lesser measures are not adequate to establish or recreate acceptable conditions or where for some other reason the use of land in the area should be changed. This process of urban conservation, rehabilitation, and, where absolutely necessary, redevelopment is actively encouraged by the Community Planning Branch.

### URBAN RENEWAL STUDIES

Obviously, it is in the best interests of all concerned to conserve the best of what we have from the past, rather than allowing areas to deteriorate to the point where expensive redevelopment activity is required. A number of Ontario municipalities have been conducting urban renewal studies over the past few years. These studies are basically planning studies, but they are oriented specifically toward the maintenance of sound community conditions

and the rehabilitation and redevelopment of areas requiring special treatment. Central Mortgage and Housing Corporation pays 75% of the cost of approved studies, the municipality paying the remaining 25%. The Community Planning Branch acts as liaison between the municipality and C.M.H.C. and offers an advisory service in urban renewal matters to any planning board or municipality considering entering upon these important activities.

In 1960, urban renewal studies were completed in Kingston, Sault Ste. Marie, and London. At the end of the year, urban renewal studies were under way in Ottawa and Sudbury. At least ten other municipalities are now actively considering launching upon urban renewal studies. Under an amendment made to The Planning Act, 1955 in 1960, the approval of the Minister of Municipal Affairs is required before a municipality may enter into an agreement with any governmental authority or any agent thereof created by statute for the carrying out of studies relating to the physical condition of the municipality or any part thereof. This provision is now found in section 21 of The Planning Act. In granting approval, the Minister requires that a joint committee be established with representation from the municipality, Central Mortgage and Housing Corporation, and the Department of Municipal Affairs. The Department is represented on these committees by the Community Planning Branch, and the Community Planning Branch representative acts as chairman of the committee. The function of the committee is to act as a co-ordinating agency throughout the life of the study. Joint committees are presently functioning in Ottawa and Sudbury.

## REDEVELOPMENT

Section 20 of The Planning Act authorizes municipalities that have official plans to designate redevelopment areas, subject to the approval of the Minister of Municipal Affairs. It also authorizes municipalities to engage in various redevelopment activities. In 1960, the designation of a redevelopment area in the City of Kingston was approved, as was the amending of the boundaries of the redevelopment area designated in 1956 in the City of Sarnia.

In April, 1959, the Prime Minister announced that the provincial policy in regard to contributions towards the cost of the acquisition and clearance of redevelopment areas would be broadened to permit greater flexibility in the planning of such projects. This new policy abandoned the previous requirement that the cleared area be used for housing and replaced it with a stipulation that the project area must contain a substantial portion of residential use either before or after redevelopment. This permits a municipality to obtain provincial assistance if it intends clearing substandard housing from the site and using the cleared land for some purpose other than housing or to use the cleared site for new housing where the land was originally used for some other purpose. These Provincial contributions are made under section 22 of The Planning Act and have been as much as 25% of the cost of acquisition and clearance of lands in approved redevelopment projects.

The Community Planning Branch assists in the administration of those sections of The Planning Act relating to urban renewal and redevelopment and co-ordinates all provincial interests where a financial contribution is made toward a re-



development project. Approval of provincial contributions toward the acquisition and clearance of stage II of the Windsor Redevelopment project and of the Bluewater project in Sarnia was granted in 1960 although detailed agreements in respect of the Windsor project had not been fully executed at the end of the year.

## MINIMUM STANDARDS STUDY

In April, 1959, an agreement was entered into between the Minister of Planning and Development and Central Mortgage and Housing Corporation providing for the sharing of the costs of a study of minimum standards of occupancy and maintenance of dwellings. The total cost of the study was estimated at \$32,000, 75% of which would be borne by C.M.H.C. and 25% by the Province of Ontario through the Community Planning Branch. The study itself was to be conducted by the Community Planning Branch. The Branch continued to be responsible for the study after the transfer of the Branch to the Department of Municipal Affairs on April 1, 1960.

The purpose of the study is to discover what measures should be adopted by municipalities to improve and conserve housing and to ensure minimum standards of occupancy and maintenance of dwellings, to the end that our good communities may be preserved and that the necessity of costly future redevelopment activities may be prevented. The study was designed as a positive step for increasing our knowledge of how to prevent the deterioration of our existing housing and building stock, with its resultant physical, social, and economic losses and to improve and preserve sound, healthy communities. Municipalities have available to them a number of controls in such fields as zoning, subdivision of land, structural safety, health, and fire, but there has been little, if any, comprehensive control exercised directly over the occupancy and maintenance of existing dwellings, either old or new. Lack of maintenance, both interior and exterior, and the overcrowding of dwellings are both cause and effect in the blighting process that has attacked many of the older sections of our urban communities. It is part of the purpose of the study to find ways of tackling these problems as part of an overall, integrated programme aimed at the prevention of blight and the positive planning and development of our communities.

The study is expected to produce a model set of minimum standards affecting the occupancy and maintenance of dwellings, to point up any need for Provincial enabling legislation, and to develop a study technique for examining into this or similar subjects.

The work of the study has included careful examination of reports and codes of minimum standards produced by various authorities in Canada and the United States, visits to municipal and provincial authorities from coast to coast in Canada, and correspondence with various governmental agencies in Canada, United States, and other countries through personal visit and correspondence on various aspects of the study. An interim report covering most of the material collected from Ontario sources was published in 1960. A further interim report and the final report are expected early in 1961.

## LAND SUBDIVISION

Control of the subdivision of land as a means of regulating urban and other types of development has become much more widely used over the past 15 years. It is not very long ago that the subdivision of land had regard only to the legal demarcation of the limits of road allowances and the boundaries of lots and blocks of land on plans filed in registry and land titles offices. It is a much more significant operation today. Since subdivision is the first and irrevocable step in urban development, it is the stage at which direction and control can be most effectively applied. In most areas undergoing urban development, the creation of even one new lot now requires either the approval of a plan of subdivision by the Minister of Municipal Affairs or the consent of a planning board or of the Minister. In the case of the approval or consent of the Minister, this process is not an empty formality, and it is seldom or never a rubber-stamp process in the case of the consent of a planning board. Particularly in the case of the approval of plans of subdivision, the process now usually constitutes the approval of a complex development, including the construction of roads, the installation of various essential services, the provision of public open space, and the making of contributions towards the cost of necessary offsite services and facilities.

### AREAS OF SUBDIVISION CONTROL

During 1960, one city, eight towns, one village, 19 townships, and one improvement district passed by-laws designating areas of subdivision control in those municipalities for the first time. This brings the number of municipalities having areas of subdivision control in force at the end of 1960 to 25 cities, 71 towns, 39 villages, 189 townships, and 6 improvement districts, for a total of 330 municipalities.

Section 26 of the Act requires that all by-laws altering or dissolving areas of subdivision control require the approval of the Minister. During 1960, three cities, three towns, and 15 townships altered areas of subdivision control with the Minister's approval. Some of these municipalities passed more than one altering or dissolving by-law during the year, so that the total number of altering or dissolving by-laws approved by the Minister during 1960 was 39.

Section 26(3) of The Planning Act provides for certain exemptions from the requirement that a plan of subdivision must be approved and registered in areas of subdivision control when a parcel of land is to be divided into two or more lots or blocks. One of these is the provisions whereby planning boards may grant consents to the creation of individual lots. Where there is no planning board, the only authority for granting a consent is the Minister of Municipal Affairs. In 1960, 284 applications for consent were received by the Minister -- a substantially higher number than that for 1959, when 189 applications were received. In turn, the total number of applications received in 1959 was substantially higher than the figure for any previous year since 1948, when the record of applications received was commenced. There were 268 consents granted by the Minister in 1960, again a figure much higher than for any previous year. During 1960, five applications for consent were

not recommended, were refused, or were withdrawn and eleven applications were pending at the end of 1960.

#### APPROVAL OF PLANS OF SUBDIVISIONS

During 1960, 1060 applications for approval of draft plans of subdivision were received. This figure was down slightly from the 1959 figure but was higher than the figure for either of the two previous years. The largest number of applications received in any one year was chalked up in 1955, when 1237 applications were received. In 1960, 201 revised draft plans were also submitted, bringing to 1261 the total number of draft plans and revised draft plans dealt with by the Branch during the year.

There were 804 draft plans of subdivision approved in 1960 and 815 final plans approved. Applications for approval of draft plans were withdrawn in 21 cases in 1960, and 130 applications were not approved. Approval of draft plans was withdrawn in 18 cases and approval of final plans was withdrawn in 19 cases.

#### LANDS FOR PUBLIC PURPOSES (FIVE-PERCENT LANDS)

Section 28 of The Planning Act authorizes the Minister of Municipal Affairs to impose as a condition to the approval of a plan of subdivision that land to an amount not exceeding five percent of the land in the plan be conveyed to the municipality for public purposes other than highways. It is the Minister's normal policy to require this conveyance of land. The section also provides that, under certain circumstances, the Minister may authorize the payment of a sum of money to the municipality in lieu of the conveyance of land. There is further provision for a municipality that has received land as a condition to the Minister's approval of a plan of subdivision to sell this land, subject to the approval of the Minister. All money received by a municipality under these five-percent land provisions must be paid into a special account and expended only for the purchase of alternative lands to be used for public purposes. It is generally accepted that land acquired by a municipality under any of these provisions is intended for parks, recreational areas, or other forms of public open space.

During 1960, the Minister authorized the acceptance of a money payment in lieu of the conveyance of land in the case of 28 plans of subdivision. The amount of money that municipalities were authorized to accept in these 28 applications was \$515,098.50.

The Minister approved 94 sales of five-percent lands in 1960, for a total of \$484,428.57. Purchases of land approved by the Minister in 1960 totalled 21, for a total of \$361,870.60. The total number of transactions in all three categories was thus 143 and the total amount of money involved was \$1,361,397.67.



## REGIONAL STUDIES

### BACKGROUND

The Regional Studies programme of the Community Planning Branch was initiated in 1957. The objectives of this programme are:

1. To provide planning boards, municipal councils, and other local agencies with information concerning selected physical, social, and economic characteristics of the area, for the purpose of assisting them to conduct their planning and other activities with a better understanding of their regional setting.
2. To assist the Community Planning Branch in carrying out its administrative and advisory duties in regard to local planning organization, official plans, zoning and building by-laws, plans of subdivision, and other matters.
3. To provide other departments and agencies of the provincial and federal governments, industrial and business organizations, and other agencies with information on a regional basis.
4. To emphasize the inter-municipal and regional relationships of various parts of the regions studied, for the purpose of indicating the need for planning on wider areal bases.

The first area study was that part of the valley of the St. Lawrence River most directly affected by the St. Lawrence Power and Seaway Projects. Results of the progress in this study was report in the May 1959 issue of ONTARIO PLANNING. Later, a similar study was made of the Niagara Peninsula, and a brief study of the Sudbury and Blezard Valley area. In process at the end of 1960 was a study of the area between Hamilton and Oshawa.

The scope and content of the studies vary from area to area, as dictated by the nature of the area, its location, its degree of urban development, the amount of information available, the extent of the activities of local planning organizations in the area, and the nature and urgency of the planning problems facing the area. In general, the studies normally cover topography, subsurface conditions, soil capability, water supply, drainage, population, transportation, degree of urbanization, extent and location of land subdivision activities, industrial potential and trends, market areas of urban centres, labour supply areas, existing and required recreational areas, and education.

The Branch endeavours to co-ordinate these studies with the planning activities of the planning boards in the areas concerned, and each study is designed to avoid duplication of effort or the collection of information already available from other sources.

A description of the regional studies initiated or continued in 1960 follows:

## ST. LAWRENCE AREA

The area covered in this study included the eight townships bordering the St. Lawrence River between Prescott and the Quebec border (Augusta, Charlottenburgh, Cornwall, Edwardsburg, Lancaster, Matilda, Osnabruck and Williamsburg), plus the urban municipalities within these townships (Cardinal, Cornwall, Iroquois, Lancaster, Morrisburg and Prescott). The study included physical characteristics and topography; land use, population growth, distribution, and composition; transportation; educational facilities; recreational areas; and potential tourist industry. Reports have been issued on some of these subjects, and information is available from the Community Planning Branch on others.

Direct and valuable assistance was afforded the Community Planning Branch in the conducting of this study by various departments and other agencies of the Ontario government. Special reports were prepared on five urban centres -- Cardinal, Cornwall, Iroquois, Morrisburg, and Prescott. These special urban reports dealt with the basic material required for consideration of an official plan.

There has been a considerable demand for copies of the transportation and recreation reports on the St. Lawrence, and these were revised during 1960 for re-issue.

## NIAGARA

The study area included the Counties of Welland, Lincoln, and Haldimand.

A land-use survey was carried out in 1958 by field teams, bringing together for the first time detailed information concerning the use of land and buildings for this area. In studying the economy of the area the Branch was assisted materially by the Niagara Regional Development Association and the Trade and Industry Branch of the Department of Planning and Development (now the Industrial Development Branch of the Department of Commerce and Development). Where available, documentary and statistical information from various sources was used, and this was supplemented by interviews with more than 100 local industries and more than 250 retail and wholesale merchants. Hundreds of farmers, housewives and others were interviewed in both urban and rural sections of the area to learn shopping habits, location of residents in relation to place of employment, etc. Further information and assistance were given by local planning boards, municipal officials, chambers of commerce, and industrial representatives.

Preliminary reports are now in preparation and will be issued to local planning boards, municipal councils, and other interested agencies. The information on the area has been collected under the following general headings:

History -- settlement patterns;

Physical geography -- geology, soils, drainage;

Land-use patterns -- fruit belt and selected areas  
around Welland, Port Colborne, and Fort Erie;

Population;  
 Planning areas;  
 Service industries -- wholesale and retail trade,  
     retail services, transportation, communication,  
     tourist industry;  
 Recreation;  
 Agriculture;  
 Manufacturing industry;  
 Labour force.

Many maps have been prepared to show planning areas, retail trade areas, labour areas, urban and agricultural land use, population density by electoral districts, subdivision development, highways, etc. Maps showing the existing uses of land and buildings were prepared and copies were sent to local municipalities, for use in their planning programmes. The Branch is also co-operating with the Geographical Branch of the Federal Department of Mines and Technical Surveys in the preparation of land-use maps at a scale of 1:50,000.

#### SUDBURY AND BLEZARD VALLEY

This study was basically a survey of existing conditions and was intended to investigate subdivision activity and to serve as a background against which proposals for new planning organizations in the area could be assessed. The field work for this study was done in 1958.

The area studied covers 850 square miles centred on the City of Sudbury. It included one city, seven towns, 24 geographical townships, some of which are incorporated municipalities. They are as follows:

Cities	Towns	Townships	
Sudbury	Capreol	Balfour	Garson
	Chelmsford	Blezard	Graham
	Coniston	Broder	Hanmer
	Copper Cliff	Capreol	Levack
	Frood Mine	Cleland	Lumsden
	Levack	Creighton	Morgan
	Lively	Denison	McKim
		Dill	McLennan
		Dowling	Neelon
		Dryden	Rayside
		Fairbank	Snider
		Falconbridge	Walters

In the study, the use of land and buildings in the areas outside the built-up urban communities was plotted, together with information concerning plans of subdivision approved since 1946. Information on retail trade areas, labour areas, etc., was compiled from original surveys and interviews. The report of the Sudbury study was presented to local authorities on March 22 and 23, 1960, at a planning workshop held in Sudbury.



## HAMILTON - TORONTO - OSHAWA AREA

This study encompasses Wentworth, Halton, Peel, York, Ontario, and Durham Counties. It is in its early stages. Preliminary work is being conducted in the plotting of population data, the preparation of a bibliography and summary of university theses relating to the area, mapping of areas of subdivision control, mapping changes in municipal boundaries for census periods, mapping parks within 75 miles of Metropolitan Toronto (showing facilities available in each park), mapping planning areas, subdivision activity since 1946, physical geography, mapping official plan land use, and mapping zoning and official plan coverage.

## FIELD SERVICE AND CONFERENCES

The Community Planning Branch is required to devote a considerable amount of its resources to advising municipalities, planning boards, and other agencies on various procedural and technical aspects of community planning. This is a necessary part of the Branch's function of stimulating effective community planning throughout the Province and of assisting planning boards and municipal councils to organize for planning and to carry out sound planning programmes.

This advisory service is, of course, an integral part of the administrative function of the Branch. The Branch can discharge its responsibilities for dealing with applications for definition of planning areas or for the approval of official plans, redevelopment activities, and plans of subdivision only if it examines into each proposal submitted and if it works with all affected agencies to bring about the best result. The Branch also convenes conferences and planning workshops and prepares and distributes manuals and other publications as effective media for disseminating useful information and ideas about planning to those responsible for planning activities in Ontario's local communities.

## VISITS TO MUNICIPALITIES

The Branch does not maintain a complete record of the meetings held in its offices in Toronto with private individuals and with representatives of planning boards and municipalities to discuss applications of various kinds submitted under The Planning Act or to consider the wide range of technical and procedural questions that are constantly being brought to the Branch. Visits made to communities by officials of the Branch are recorded, however. In 1960, 551 individual visits were made, down from the 1959 figure of 659. More than one visit was made to some communities during the year, with the result that the total number of communities visited during 1960 was 255 -- again down from the figure for 1959, which was 282. The main reason for this reduction in field visits was the increased volume of administrative work falling upon the staff of the Branch during the year, making it necessary to curtail the assigning of officials to field trips to meet the requests, many of them urgent, for members of the staff of the Branch to visit various communities to discuss their planning problems.

## PLANNING WORKSHOPS

Over the past several years, the Community Planning Branch has held each year a number of planning workshop conferences in various parts of the Province. These workshops are organized for the benefit of planning boards, municipal councils, and planning and municipal staff in the areas in which the workshops are held. During 1960, 7 planning workshops were held. A new trend had developed by the beginning of 1960, so that all but one of these planning workshops were organized on a county basis-- the exception being the Sudbury workshop, in a part of the Province where counties do not exist.

The following table shows where these 7 workshops were held, the number of municipalities participating in each, and the total number of local representatives present.

<u>Dates</u>	<u>Place Held</u>	<u>County Involved</u>	<u>Number of Participating Municipalities</u>	<u>Number of Representatives Present</u>
March 8-9	Barrie	Simcoe	16	64
March 22-23	Sudbury		16	80
June 14-15	Stratford	Perth	16	90
Sept. 28	Newmarket	Ontario, Peel, York	38	94
Nov. 1-2	Windsor	Essex	11	44
Nov. 8-9	Chatham	Kent	17	69
Nov. 22-23	Brockville	Leeds and Grenville	14	45
			<u>128</u>	<u>486</u>

The Community Planning Branch finds these planning workshops advantageous in explaining planning procedures and techniques to those local officials whose experience normally has not brought them into contact with these techniques and procedures. It will be noted that these 7 planning workshops permitted the Branch to provide information and advice to a total of 128 municipalities during the year and to a total of almost 500 persons in responsible positions in planning organizations or in municipal life in this Province. At each workshop, a team made up of officials of the Branch proceeds to the location of the workshop to provide the type of advice and assistance that the particular area requires. The response to these planning workshops has been very good, and the Branch always has before it far more requests for planning workshops than its resources of time and staff will permit it to meet. Please refer to the January 1961 issue of ONTARIO PLANNING for more detailed information on this subject.

## PLANNING STAFF CONFERENCES

In December, 1958, the branch launched upon a programme of holding two planning staff conferences each year. These are arranged for the benefit of the full-time staff of the planning boards in Ontario. They afford an opportunity for members of the staff of the Branch to meet with the staff of the various planning boards for the purpose of discussing administrative and technical matters of mutual concern. The Branch is able to explain procedural arrangements and

new developments to the staffs of the planning boards. Conversely, the staffs of the planning boards are able to explain to the staff of the Branch such problems as they may be experiencing growing out of the legislation, the Branch's administrative arrangements and procedures, and other matters.

In 1960, the usual two planning staff conferences were held. The first of these took place on May 5 and 6, with 37 members of the staffs of 23 planning boards being present. The second conference was held on December 1 and 2, with 45 members of the staffs of 30 planning boards being in attendance. The attendance figures for the December 1 and 2 conference were very encouraging, as there were only 35 planning boards in the Province with full-time staff eligible to attend the conference. It should also be pointed out that planning boards are encouraged to send only one or two senior members of their staff to these conferences. Please refer to the January 1961 issue of ONTARIO PLANNING for further details on these meetings.

## PUBLICATIONS

As already indicated in this report, the Community Planning Branch places considerable value on its programme of producing and distributing publications of various kinds. This programme is designed to disseminate procedural and technical information to local officials, to assist them in carrying out their planning programmes as quickly and effectively as possible. The publications programme is not intended to duplicate other sources of information available to local officials, but rather to supplement such sources with information of particular application to Ontario.

### ONTARIO PLANNING

Since 1954, the Branch has prepared and distributed from 7 to 9 issues of ONTARIO PLANNING each year. Seven issues appeared during 1960. The total number of pages in these seven issues was 106.

ONTARIO PLANNING is a "workhorse" publication, and is inexpensively produced within the Department. It is designed as an economical, effective means for the Branch to channel important information to planning boards, committees of adjustment, and municipal councillors and officials.

ONTARIO PLANNING is intended to carry timely material on various aspects of planning, such as policy announcements, changes in procedures, amendments to planning legislation, notices of conferences sponsored by the Branch or by other organizations, and notices of new planning boards or committees of adjustment formed, official plans approved, or other similar important developments. It is also intended to carry original or reprint articles on various planning matters that the Branch feels should be drawn to the attention of planning boards, committees of adjustment, and municipal councils and that might otherwise escape their notice.



## CONSOLIDATIONS OF LEGISLATION

In each year in which The Planning Act has been amended since it was first passed in 1946, the Community Planning Branch has prepared a consolidation of the Act and distributed it to planning boards, committees of adjustment, municipal councils, surveyors, planning consultants, government officials, and to others who have frequent occasion to use the Act.

## NEW AND REVISED PUBLICATIONS IN 1960

The following are some of the 17 new or revised publications issued by the Community Planning Branch in 1960:

- (1) "A Better Place to Live" - first interim report of the study of minimum standards of occupancy and maintenance of dwellings
- (2) "Procedures for Amendments to Official Plans" (provisional manual)
- (3) "Aircraft Noise at Malton Airport" - report of committee formed by Department of Planning and Development in 1958
- (4) "Sudbury Area Report" - report of Community Planning Branch study of Sudbury and Area
- (5) "Urban Renewal Notes" - revision of a manual on urban renewal procedures previously issued
- (6) "Recreation Area Standards" - a compilation of recreation area standards from various sources
- (7) "Setting for Recreation - Halton and Peel Counties" - prepared by Community Planning Branch for consideration by the Committee on Co-operative Planning for Recreation Facilities in South Halton and Peel Counties
- (8) "Municipal Roads and Streets on Proposed Plans of Subdivision" - address to Ontario Good Roads Association, February, 1960, by Mr. K. Hidaka, Community Planning Branch.

## PUBLICATIONS AVAILABLE FOR DISTRIBUTION

The Community Planning Branch has copies of over 40 publications available for general or limited distribution, in addition to back issues of ONTARIO PLANNING. Many of these publications were issued by the Branch, while others have been published by such organizations as Central Mortgage and Housing Corporation, the Community Planning Association of Canada, and the American Society of Planning Officials.









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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No. 4, April - May 1961



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
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## PROFESSIONAL RESPONSIBILITY OF CITY PLANNERS AND TRAFFIC ENGINEERS IN URBAN TRANSPORTATION

"Joint Policy Statement of the American Institute of Planners and the Institute of Traffic Engineers.\*

(Reprinted from the American Institute of Planners Journal, Feb. 1961)

"This statement covers those phases of urban transportation in which the city planner and traffic engineer have common interests, such as, highways, transit, and terminal facilities, and services. It recommends the establishment of certain interprofessional relationships that normally should be followed to foster sound community development and to insure safe and efficient transportation service.

The governing bodies of the American Institute of Planners and the Institute of Traffic Engineers have adopted this as their interprofessional policy statement.

"Close cooperation of various professional groups is indispensable in any urban transportation program. This certainly applies to the city planner and the traffic engineer. However, many others are directly involved, such as the public works director, city engineer, police official, transit official, and utility manager, as well as the county, state, and Federal highway officials. All must participate since urban transportation has so many facets---planning, design, construction, operation, and maintenance.

"To the extent possible members of these different groups must perform as a team. Obviously it must be recognized that each member has certain individual assignments to carry out either by law or administrative order. Generally speaking, however, there is still ample latitude for the cooperative effort that is needed.

"For his part, the city planner is assigned the responsibility of developing and guiding the implementation of the comprehensive community plan. Transportation is one of the most important elements in such a plan. Therefore, the city planner, of necessity, must see that transportation facilities are integrated with other key elements of the community plan. This, of course, can be achieved only by coordinating his efforts with those of other professionals who are responsible for building and operating these facilities. The city planner must weigh with the other groups the interrelationship between various elements of the comprehensive plan.

"The traffic engineer's responsibility is to see that the transportation system in a community is operated safely and efficiently. In this task he is interested in the planning and designing of the transportation facilities as they will ultimately affect the operation of the system. He is also interested in the operational control measures such as traffic signals, signs, and markings, as well as the necessary laws regulating traffic required for safety and efficiency. In fact, he is concerned with any plans that will affect desires and needs relating to the movement of people and goods.

\* for Joint Committee Members see at end of article

"The goal of both city planners and traffic engineers should be the development of a unified transportation program that effectively fosters sound community development and assures safe and efficient transportation services.

"The following outline indicates the general responsibility of the city planner and the traffic engineer in various phases of the transportation program. In carrying out these responsibilities, the type of cooperation will naturally depend upon the status of transportation and other community plans. While the transportation plan and land use plan are under development, cities will undoubtedly move ahead with various types of projects which will call for collective action. In this event it is essential that the city planners and traffic engineer get together as early as possible in the development of sound projects.

"In communities where a definite transportation plan exists, much of the cooperative effort and individual action will, of course, be directed to carrying out the plan and keeping it up to date and, therefore, will be concerned mainly with the last portion of the outline.

"But, regardless of the status of transportation plans in an area, there are many routine chores that the city planner and traffic engineer must tackle cooperatively. The city planner in reviewing site plans for major developments, or proposed major changes in zoning densities, should discuss such matters with the traffic engineer. The traffic engineer should review with the city planner major operational changes such as one-way streets. On all daily administrative matters that impinge on one another's work, a sincere effort must be made to "work with" all interested parties.

#### A - GATHERING THE FACTS

"Basic to any sound transportation plan is a continuing fact-gathering program. This above all requires cooperative action. For this reason the National Committee on Urban Transportation recommends that a technical coordinating committee be established to guide the general collection of facts and the development of the transportation plan and program. This committee should include the city planner and the traffic engineer, as well as the public works director, the city engineer, transit and highway officials. The impetus for the establishment of the program should come from various professional groups involved, though the leadership should rest with the top administrative official. Usually this type of program can be carried out within the existing administrative structure. However, at times it may be advantageous to create a special technical team or staff to help carry out the work load and assist the technical coordinating committee. This type of coordinated approach should also be established on a regional basis. With such a committee framework, the responsibilities of the city planner and the traffic engineer generally should follow the pattern below. In some instances the joint responsibilities may involve only advisory duties; in others, they may involve an actual participation in the work.

"Joint Responsibility:

1. Street use study
2. Origin and destination study (often conducted by state highway departments)
3. Study of transportation expenditures
4. Use of transit (if not undertaken by the transit agency)

"City Planner's Responsibility:

1. Land use survey
2. Economic base studies
3. Population surveys (zone by zone)
4. Employment surveys (zone by zone)
5. Social and economic surveys

"Traffic Engineer's Responsibility:

1. Traffic volume surveys
2. Travel time studies
3. Accident studies
4. Street capacity studies
5. Parking studies
6. Control devices surveys

B - ANALYSIS OF THE FACTS

"The analysis of the data collected will be largely the responsibility of the professional groups that have assembled the information. However, collation of the facts and their evaluation should be a joint effort. Mutual understanding of how the facts are interrelated is most important in the development of an effective transportation plan and program.

"Joint Responsibility:

1. Determination of relationships between land use, transportation facilities, and travel habits.
2. Analysis of the street patterns---spacing, intersection frequency, traffic volume, and land use type
3. Review of the traffic and transit service characteristics
4. Analysis of land access problems as related to types of streets



"City Planner's Responsibility:

1. Evaluation of residential land patterns
2. Evaluation of commercial and industrial patterns
3. Location study of parks, schools, and other public facilities
4. Analysis of social and economic patterns

"Traffic Engineer's Responsibility:

1. Comparison of existing volumes and street capacity
2. Comparison of travel times on various street segments
3. Comparison of accident patterns for various street segments
4. Analysis of traffic control measures

"The analysis of these facts should be used in developing projections of future land and traffic patterns. This will call for a joint decision as to how this can best be done for a particular community. Once this is achieved, the nature of the traffic problem should be evaluated by all professional groups associated with carrying out the transportation plan.

C - DEVELOPING THE PLAN

"When the facts have been collected and analyzed, appropriate standards and objectives should be adopted to guide the development of the plan and to measure transportation and terminal deficiencies, present and future. Much of this work will have to be done on a cooperative basis by professional groups concerned, though a considerable amount of detail work can be left to staff.

"Joint Responsibility:

1. Establishment of general objectives relating to community development
2. Adoption of standards for transportation---design capacities, cross sections, access controls, spacing and intersection frequency, speed, etc.
3. Determination of transportation and terminal deficiencies
4. Formulation of alternative solutions that should be considered

"City Planner's Responsibility:

1. Review of land use and density patterns to help formulate over-all objectives as to the development and redevelopment of the community
2. Consideration of the different land use and density alternatives that could be realized by the community
3. Assessment of the effect that various transportation plans would have on land development
4. Coordination of the transportation plan with all other elements of the general plan

"Traffic Engineer's Responsibility:

1. Review of existing level of transportation services as a means of determining appropriate standards
2. Testing the various transportation alternatives including assignment of traffic to the various proposed systems
3. Determination of the several types and location of transportation facilities with regard to operational aspects

"Following the testing of adequacy of the alternative proposals, an evaluation of each proposal should be made. Yardsticks can be established to measure the benefits to the traveling public as well as the impact that each plan will have on community development. Having evaluated each proposal on the basis of these findings, the technical coordinating committee can now recommend which plan is most appropriate for the community. Generally local law will require that the plan be evaluated and then adopted by the local planning agency. The necessary approval of the State Highway Department should also be sought.

D - CARRYING OUT THE PLAN

"In carrying out the plan, a close working relationship between the various professional groups can help to insure the logical development of the transportation program, while at the same time minimizing disruption of normal community activities. Such a team is especially important with regard to design details that affect operation and community amenities.

"Division of responsibility at this stage would be as follows:

"Joint Responsibility:

1. Determining the exact location of proposed transportation facilities

2. Establishing transportation improvement priorities
3. Keeping the data and plans up to date

"City Planner's Responsibility:

1. Establishing the necessary planning program (off-street parking and load requirements in zoning ordinances that subdivisions conform to the transportation plan, etc.) to foster the development of the transportation plan.
2. Consulting with the traffic engineer to report on the impact that various zoning changes will have on transportation problems

"Traffic Engineer's Responsibility:

1. Establishing the necessary operational and control measures to assure smooth traffic operation during construction of facilities
2. Determination of operational measures necessary to effectuate the transportation proposals
3. Review with the city planner proposed major traffic operational changes like one-way street and through-street program

"In developing and implementing the plan, all professional groups have a responsibility to inform the public fully of their action. Public support for any transportation program is most essential, and this fact must be recognized during all phases of the program."

\* Joint Committee Members:

Alan M. Voorhees, Chairman (AIP, ITE);  
Leon W. Corder (ITE);  
Roger L. Creighton (AIP);  
Philip E. Geissal (AIP);  
Lawrence Livingston, Jr. (AIP);  
William R. Marston (ITE);  
Frederick A. McLaughlin, Jr. (AIP);  
O.K. Normann (ITE);  
Richard A. Overmyer (ITE);  
Arthur T. Row, Jr. (AIP); and  
Ross T. Shoaf (ITE).



## WILL OUR FUTURE CITIES BE STRANGLED BY TRAFFIC ?

The March 1961 issue of the Municipal World reports on a paper presented by W.J. Malone, P. Eng., President, De Leuw Cather & Co. of Canada Limited, at the Ontario Good Roads Association meeting.

"Today every municipality has a clear choice: Either to plan for its future or to stand idly by and watch traffic strangulation occur.

### . . . "Trends in Transportation

"Cities in the past have survived and prospered with various types of transportation: on foot, by water, by horse, by railways; public transportation by rail and bus, and the motor vehicle. Today the trend is toward increasing use of the motor vehicle and decidedly away from all other forms of transportation. As an example, public transportation is decreasing so alarmingly on this continent that, if the trend were projected on a graph, it would reach zero before the year 1970. While public transportation will not be abandoned, it is apparent that its rapid decline is cause for much concern.

"With this continuing desire to convert to motor vehicle use, the question arises as to the ultimate form that our transportation will take in the future if present trends continue. The average urban street that we have today can carry high volumes of people via public transportation or on foot, but it can accommodate only very limited numbers of people in automobiles as they are presently used. Street systems are being continually improved but no reasonable amount of improvement can possibly handle all future desires of the motoring public. For example, if all persons arriving in the central business district came by car, every square foot of existing floor space and more would be required merely to park the cars. In addition, all streets would have to be double or triple decked and intersections would be unmanageable.

"You have all heard statistics about future traffic, but consider this one. Traffic in many municipalities five years ago was reasonable. In 1980, if passenger cars are prohibited, your municipality will have equivalent traffic composed only of trucks---as much equivalent truck traffic in 1980 as total traffic five years ago.

"Forecasting trends based on the desires of the motoring public produce results that are intolerable, so it is assumed that they will not develop. One viewpoint is that many people will abandon their cars as congestion increases and we will

reach an equilibrium where the situation is not much worse than it is at present. The question then arises as to what conditions will be like when we reach this equilibrium.

"In most municipalities, the alternatives from which the motorist will have to choose when he abandons his car are walking and public transportation. However, except for subways, public transportation deteriorates as the traffic becomes more congested. Experience says that the average motorist will not trade one hour in his car for one hour or more on a bus or trolley car. It would appear that an equilibrium will not be reached until it is more convenient to walk.

"Unless strong measures are taken to interrupt present trends the future transportation in the urban areas may well be reduced to a walking pace. Assuming that horses will not be allowed on the sidewalks, we will not be as well off as our ancestors. If it is accepted that daily trips of more than one hour are intolerable, then the maximum effective size of a community would be one with a radius of three miles, and adjacent communities could have little effective interchange of business. Burdened with such transportation, larger municipalities would be literally strangled.

#### . . . "How Long Before Strangulation?"

"Gloomy forecasts about the urban transportation problem have been a common topic for the past ten years, so that while many consider the problem to be real, they also consider it to be far distant. It is argued that while traffic on main streets is worse than it was some years ago, the change has not been enough to cause alarm. The point that is overlooked is that we have been using more and more of the reserve provided by other local streets. When this reserve has been used up, the situation will indeed be critical and we are approaching this rapidly in many areas today.

"When complete saturation is reached, a small increase in traffic produces a radical increase in travel time. For example, an intersection flowing at a peak capacity of, say, 500 vehicles per hour for an hour period will average a small delay for traffic signals. However, a mere 10 per cent increase in traffic will cause an additional three-minute delay. The effective travel time through five or six intersections is cumulative, so that for a one-mile trip, the travel time would amount to about twenty minutes for an average of three miles per hour, which is a walking pace. This occurs with a 10 per cent increase in traffic, which is less than two years' normal traffic growth. It is apparent that when traffic saturation is reached the breakdown follows rapidly.

"Your municipality may not be far removed from this type of traffic saturation. The next time you have two or three inches of snow, observe the traffic on your main streets. This is probably a two-to-four-year forecast of average daily conditions. The critical time is closer than many think and a solution for it will be more difficult and costly the longer it is delayed.

### . . . "Preventive Measures

"The past philosophy for resolving traffic problems has been to build new improvements as the need arose. This will not work in the future in urban areas because we cannot practically keep pace with traffic growth. When real saturation is reached, each new project merely absorbs a disproportionate share of existing traffic and becomes congested in turn. This type of approach is not only impractical, but it is highly expensive.

"Engineers and planners, now more than ever before, are quite capable of resolving the transportation dilemma that now faces nearly every municipality. In general, there are two major steps to be taken which may be termed the short range and the long range plans.

"Time is of the essence, so that it is most advisable to bring the present street system up to its maximum capacity. These street systems are worth millions of dollars, yet minor improvements can be made to increase their capacity by 10 to 25 per cent. In many instances, this is the best immediate investment that can be made. In addition to immediate value, it provides time for major works.

"A plan should be developed for the municipality comprising an integrated system of all modes of transportation, utilizing the inherent advantages of each. A planned construction program should be started, bearing in mind that major projects require several years to complete and often involve disruption to traffic.

"In the past, many cities flourished because they were fortunate in having natural harbour facilities or were ideally located for water or rail transportation. We are now in the motor age and, for the first time, every municipality is the master of its own fate and has a clear choice: either to plan for its own future prosperity, or to stand idly by and watch traffic strangulation occur."

## ONTARIO'S ROADS AND STREETS

An Engineering Study of Road and Street Needs by the Municipalities of Ontario and the Department of Highways - December 1958 - 50 pp. - appendix.

Available: Ontario Department of Highways,  
Mr. R. Baigent, Acting Information Officer,  
Downsview, Ontario.

This report covers the needs on the King's Highways and secondary highways and supplements the study published in 1957 by the Ontario Department of Highways entitled "A Plan for Ontario Highways". This report for the first time brings to citizens a clear factual picture of total road and street needs and suggests



actions to meet them. The factual information sets the stage for systematic long-range planning for all jurisdictions and for improvement of fiscal and legislative policies.

## ONTARIO COURT CASES OF INTEREST TO PLANNERS

Please consult the Ontario Weekly notes or the Ontario Reports for the full descriptions of each case.

- (1) Feb. 24, 1960 Regina ex. rel. Courneyea v. Pawych  
(1961 O.R. 21)

High Court of Justice

Municipal Corporations IV B - - Residential zoning by-law amending existing by-law by extending user from private to multiple dwellings - - Amending by-law adding further provision regarding parking facilities - - By-law not receiving prior approval of Municipal Board - - Validity of by-law including portion relating to parking facilities - - Municipal Act (Ont.) s. 390 (8), (9).

Ontario Municipal Board Act, s. 43.

(failure to provide adequate parking facilities with respect to multiple dwelling houses owned by plaintiff)

- (2) May 19, 1960 Lauff v. Cooney

(1960 O.W.N. 481)

High Court of Justice

Sale of Land - - Contract - - Area of Subdivision Control - - Consent of Municipality - - Illegality of contract - - Recission - - Damages - - Costs

- (3) June 3, 1960 Regina v. Reskowitch  
(1961 O.W.N. 1)

Algoma District Court

Municipal Law - - Restrictive by-law - - Prohibited use - - Building permit. (The issue of a building permit is not a defence to a prosecution for the use of land for a purpose prohibited by by-law.)

- (4) Sept. 29, 1960 Re Henry's Drive-In Ltd. & Hamilton Police Board  
(1960 O.W.N. 468)

High Court of Justice

Municipal Law - - Licence - - Police Board - - Refusal

- - Appeal - - Grounds for Review - - Non-judicial exercise of discretion - - Discrimination - - Correction of zoning error - - (an appeal pursuant to s. 263(7) Municipal Act - - R.S.O. 1950, c. 243 - - from the refusal of the Hamilton police commission to grant the applicant a licence for an eating establishment.

(5) Nov. 17, 1960

Regina v. Scarborough, ex. parte Blue Sky Const. Co.  
(1960 O.W.N. 535)

High Court of Justice

Municipal Law - - Building Permit - - Service Station  
- - Number of stations limited by by-law - Discriminatory practice by council - - By-law valid - - Mandamus.

(6) Nov. 30, 1960

University of Western Ontario v. Wilson et. al.  
(1961 O.R. 69)

High Court of Justice

Registered plan of subdivision showing lane - - Sale of land according to plan - - Lane becoming public highway.

(7) Dec. 2, 1960

City of Toronto v. Bulczack and Bulczack  
(1961 O.R. 92)

High Court of Justice

Planning legislation - - Originating restrictive by-law  
- - Municipal Board approval after final passing - -  
Violation in disregard of approved building plans - -  
Amendment permitting double duplex dwellings and triplex dwellings - - Building containing duplex on one side and triplex on other.

(8) March 2, 1961

Re Willow Range Investments Ltd. & Falkirk Const. Ltd.  
(1961 O.W.N. 122)

High Court of Justice

Planning - - Prohibited agreement - - Consent obtained after closing date - - Repudiation by vendor.

(9) March 21, 1961

Regina v. Rutherford's Dairy Ltd.  
(1961 O.W.N. 146)

High Court of Justice

Planning - - Zoning by-law - - Non-conforming use - - Alteration of use - - Whether exemption lost.

(10) April 25, 1961 Beaver Valley Developments Ltd. v. Re Corporation of  
the Township of North York et. al.  
(No citation as yet)

Supreme Court of Canada.

(Reference to The Planning Act, 1955, c. 61, s. 27(a),  
ss. 3 - subdivision agreement)

## CONSOLIDATION OF THE PLANNING ACT

Copies of the 1961 consolidation of The Planning Act, incorporating the amendments made earlier this year, have now been distributed to all planning boards, committees of adjustment, municipal clerks, planning consultants and Ontario land surveyors and to a selected list of other agencies and persons interested in planning in this Province.

Additional copies of the consolidation are available from the Queen's Printer, Parliament Buildings, Toronto, at a cost of 20¢ each.

## COMMUNITY PLANNING ASSOCIATION OF CANADA

### . . . 1961 National Planning Conference

This year CPAC is holding its national planning conference in Halifax, Nova Scotia from October 10 to October 13. The theme of the conference is regional planning. Further information is available by writing to:

Community Planning Association of Canada,  
425 Gloucester Street,  
Ottawa 4, Ontario.

### . . . List of Publications available from CPAC

In May of this year, CPAC issued a 9 page list of publications which are available either free or at a nominal charge. It consists for the most part of reprints of articles which have appeared in their "Review" as well as selected reprints from other planning publications. Back issues of the "Review" are also available.

One of the interesting items on this list is the publication entitled "Films of Interest" which is a list of films compiled by the Canadian Film Institute on planning, housing and building. This list of planning films is available free of charge from CPAC.





## BRIEFLY NOTED

### ... Planning Areas

#### ... Tilbury and District Planning Area

On April 10, 1961, the Minister defined the Tilbury and District Planning Area as a joint planning area. It consists of the whole of the Town of Tilbury and the Townships of East, North and West Tilbury.

#### ... Town of Lindsay Planning Area

On May 8, 1961, the Minister defined the Town of Lindsay as a subsidiary planning area within the Lindsay and Ops Township Planning Area.

#### ... Township of Dereham Planning Area

On June 1, 1961, the Minister defined the Township of Dereham Planning Area as a single independent planning area.

#### ... Chelmsford Planning Area

On March 3, 1961, the Minister defined the Town of Chelmsford as a subsidiary planning area within the Chelmsford and Blezard Valleys Planning Area.

(For a location map of the Town of Chelmsford, please see ONTARIO PLANNING, Volume 8, No. 2, February, 1961.)



### . . . Planning Staff

The City of St. Catharines recently appointed William A. White as Director of Planning. Mr. White was formerly municipal engineer for the Borough of Largs, Ayrshire, Scotland, and on coming to Canada in 1948 was appointed Grantham Township Road Superintendent. He was also the secretary-treasurer of the Grantham Planning Board prior to the amalgamation of St. Catharines, Grantham, Merritton and Port Dalhousie in January of this year. Mr. White attended the Royal Glasgow Technical College and holds certificates in civil, municipal and sanitary engineering.

Belleville and Suburban Planning Board this year appointed Mr. Charles A. Mott, formerly city planning engineer and consultant to the city council planning committee, as director of planning.

Hamilton-Wentworth Planning Area Board has recently appointed two additional planners to their planning department - - Mr. William McAdams as assistant planning director and G.M. Farrow as senior planner.

Scarborough Planning Board has recently appointed A.S. Kellerman, who was previously with the Community Planning Branch in the Zoning Section, to their planning department as Zoning Administrator.

City of London Planning Board has recently appointed Godfrey Spragge, who was previously with the Department of Highways and latterly with the Community Planning Branch in the Subdivision Section, to their planning staff.

### . . . Planning Board Reports

A number of planning boards have issued their annual reports for 1960:-

- City of Peterborough Planning Board - Annual Report 1960;
- Township of York Planning Board - Annual Report 1960;
- Burlington and Suburban Area Planning Board - Annual Report 1960; and
- City of Kingston Planning Board - 1960 Review - Fifth Annual Report.

## **SUPPLEMENT**

Attached to this issue of ONTARIO PLANNING is a supplement entitled:

The Niagara Area Changing Land Uses.





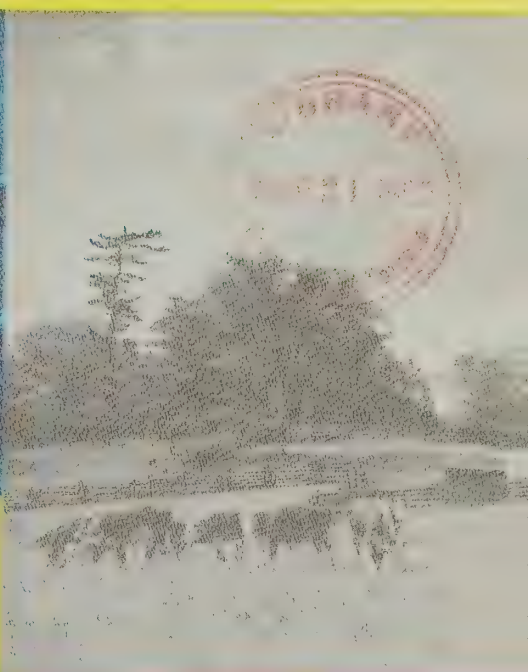




*Ontario planning*

*v. 8, no. 4 (April/May 1961)*

# THE NIAGARA AREA CHANGING LAND-USES



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH





The Niagara Area

CHANGING LAND-USES

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

Minister  
The Hon. Wm. K. Warrender, Q.C.

Deputy Minister  
L. R. Cumming, Q.C.

Community Planning Branch

Director  
A. L. S. Nash

801 Bay Street  
Toronto 5, Ontario

July, 1961



ALTHOUGH RECENT YEARS HAVE SEEN RAPID URBAN  
EXPANSION IN THE NIAGARA FRUIT BELT, TOTAL  
TENDER FRUIT FARM ACREAGE DURING THIS PERIOD  
HAS INCREASED. ALTHOUGH THIS URBAN EXPANSION  
HAS "USED UP" SOME OF THE MOST PRODUCTIVE  
AREAS, TOTAL FRUIT PRODUCTION HAS CONTINUED  
TO GROW.

### Introduction

As part of its regional study programme, the Community Planning Branch has been studying the area contained within the three counties of Lincoln, Welland and Haldimand. For the purpose of this paper these counties are defined as the Niagara Area. Reports are being prepared on various aspects of this area. Each of these reports must be considered, not as final in themselves, but rather as chapters in the considerations of the area as a whole.

This particular report deals with some of the different ways that land is being used in the Niagara Area with special emphasis on fruit farming.





## Changing Land-Uses

The result of recent research on this topic are shown in Table I. This table shows how the fixed amount of land within the eight townships has been rearranged internally among four different land-use categories during the period from 1954 to 1958.

TABLE I

CHANGING LAND-USE, 1954-1958, IN THE TOWNSHIPS OF:  
NORTH GRIMSBY, CLINTON, LOUTH, GRANTHAM, NIAGARA,  
STAMFORD, PELHAM AND THOROLD.

(ACRES)

TO FROM	ORCHARD (a)	VINEYARD (b)	URBAN (c)	OTHER (d)	ALL LAND USES (a+b+c+d)
ORCHARD	*	258	650	1197	2105
VINEYARD	346	*	209	888	1443
URBAN	0	0	*	0	0
OTHER	2078	2411	1291	*	5780
ALL LAND USES	2424	2669	2150	2085	9328
NET	319	1226	2150	-3695	0

NOTE: "OTHER" includes all land uses not specifically mentioned in the table (i.e. small fruit, grain, hay, pasture, woodlands, idle lands, gravel pits, etc.).

To see how much of a given land-use category has been replaced by another, read horizontally, from left to right. For example, naturally there was no replacement of ORCHARD by ORCHARD, ORCHARD was replaced by 258 acres of VINEYARD, 650 acres of URBAN, and 1197 acres of OTHER. In total 2105 acres of land used for ORCHARD in 1954 were replaced by VINEYARD, URBAN and OTHER land-uses in the period 1954-1958.





To learn the area a given land-use category has gained from other categories of land-use, read vertically, from top down. For example, ORCHARD did not replace ORCHARD, ORCHARD replaced 346 acres of VINEYARD, nil acres of URBAN and 2078 acres of OTHER. In total 2424 acres of land used for purposes other than ORCHARD in 1954 were replaced by ORCHARD in the period 1954 to 1958.

The final result of these two processes is a net increase for ORCHARD of 319 acres (2424 minus 2105 acres).

The most significant aspect of this table is that it shows that there has been no reduction in the acreage of land being cultivated for fruit production in the Niagara Area. On the contrary, there has been a net increase of 319 acres of ORCHARD and 1226 acres of VINEYARD over this four year period. The only decrease took place in the general category of OTHER.

At the same time that total fruit acreage has been increasing, certain other changes have accompanied the internal rearrangement of land uses within the Niagara Area. One example is the change in size of what is known as the "Tender Fruit Areas". Before examining these areas in detail let us see just what is meant by them and how they relate to fruit farming.

#### "Tender Fruit Areas" Defined

Successful fruit farming, like successful cooking, requires the right ingredients mixed in the right proportions. The two most important ingredients for the growth of fruit are suitable soil and suitable climate. However, because some types of fruit are more delicate than others, the exact definition of "suitable" varies considerably.

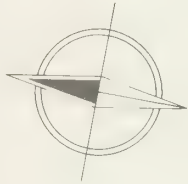


# Map 1 Niagara Area 1958

## TENDER FRUIT AREAS

### LEGEND

- Tender Fruit Area  
(Basic data from Soil Surveys of Ontario)
- Escarpment







Although many areas of Canada are suitable for only a very limited number of fruit types, the Niagara Area has enough good soils and climate to support quite a wide range. Most of the fruit that can be grown in the Niagara Area is contained in the following list (shown in order of hardness from most delicate to most robust): apricots, peaches, sweet cherries, grapes, plums, pears, sour cherries, small fruit (strawberries, raspberries, etc.), and apples. Under present market conditions all of these, except apricots, are grown commercially in varying amounts. The bulk of the crop is composed of peaches and grapes.

Because peaches are so delicate, they, together with sweet cherries, are called the "Tender Fruit". Locations having the necessary soil and climate characteristics for peaches and sweet cherries are known as "Tender Fruit Areas". They exist in quantity in the Niagara Area, particularly along the shore of Lake Ontario. Other parts of the Niagara Area capable of producing fruit have been named "Other Fruit Areas" in order to distinguish between the two. The significant difference between them is that, although all fruit can be grown well on the Tender Fruit Areas, it is very difficult to grow peaches and sweet cherries on the Other Fruit Areas.

Map I shows the Tender Fruit Areas. It does not show the Other Fruit Areas, whose limits are somewhat indefinite, although in general they tend to consist of the parts around the fringes of the Tender Fruit Areas. The two different kind of areas together make up what is known as the Niagara "Fruit Belt". The Fruit Belt roughly consists of the strip of frost-sheltered land along the south shore of Lake Ontario at the foot of the Niagara escarpment, plus two smaller areas of sandy soil on the plateau south of the escarpment.





### Changes in the Tender Fruit Areas

In their natural state, prior to the white man's coming, the Tender Fruit Areas constituted about 35,000 acres. By 1958, about 13,000 acres (or 37%) had been converted to the non-agricultural uses (i.e. housing, industry, commerce, highways, railways and other non-agricultural uses) leaving 22,000 acres still useful for fruit farming in the Tender Fruit Areas. This does not consider the large amounts of land lost by erosion to Lake Ontario or by soil erosion.

Of the 13,000 acres that have been converted over the years, approximately 10,000 acres were "used up" prior to 1934, and about 3,000 acres in the 24 years since then. Furthermore, most of this 3,000 acres has been taken in the last few years. Table II shows the progression. Between 1934 and 1954, a total of 1660 acres of Tender Fruit Areas were converted to urban uses, for an average rate of 80 acres per year. Between 1954 and 1958, the total was 1291 acres for an average rate of 320 acres per year.

TABLE II  
URBAN INCREASE ON THE TENDER FRUIT AREAS

Township	Urban increase on Tender Fruit Areas. (acres)		Total urban increase (acres)		Urban increase on Tender Fruit Areas as a percentage of total urban increase.	
	1934-54	1954-58	1934-54	1954-58	1934-54	1954-58
North Grimsby	100	87	200	108	50%	81%
Clinton	40	33	200	114	20%	29%
Louth	140	58	300	95	47%	61%
Grantham	860	696	2500	929	34%	75%
Niagara	140	69	400	94	35%	73%
Stamford	290	252	2000	361	15%	70%
Thorold	10	16	800	356	1%	5%
Pelham	80	80	400	93	20%	80%
Total Area	1660	1291	6800	2150	28%	60%

NOTE: 1934-54 data is extracted from "Changing Land-Use Patterns in the Niagara Fruit Belt" by Ralph R. Krueger, Transactions of the Royal Canadian Institute, October, 1959.



Fruit production statistics, although not available for the Area considered in this report, are summed up in Table III for Canada and Ontario.

TABLE III  
FRUIT PRODUCTION

Type of Fruit	<u>Canada</u> Average annual production (1955 -58 inclusive) - in 1000's	<u>Ontario</u> Average annual production (1955 -58 inclusive) - in 1000's	Ontario production as a percentage of Canadian production (average 1955-58 figures)	Ontario production change between 1954 and 1958 calculated as a percentage of 1954 figures*
Apples	16,050 bu.	3,743 bu.	23%	+29%
Pears	1,381 bu.	738 bu.	53%	+ 9%
Plums & Prunes	641 bu.	415 bu.	.65%	-12%
Peaches	2,599 bu.	2,148 bu.	83%	+ 5%
Cherries	628 bu.	528 bu.	84%	+36%
Strawberries	20,543 qt.	7,029 qt.	34%	-23%
Raspberries	10,733 qt.	2,683 qt.	25%	-22%
Grapes	87,642 lbs.	85,887 lbs.	98%	+ 2%

Source: Dominion Bureau of Statistics

\* In order to minimize yearly fluctuations, the 1954 and 1958 figures are actually average annual figures for the years 1951-54 inclusive and 1955-58 inclusive, respectively.

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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No.5, June 1961



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## PIPE LINES AND PLANNING

During recent years there has been an increase in the number and widths of easements and rights-of-way being acquired in urban and suburban areas to accommodate surface and subsurface facilities required by our modern industrial economy. Controlled-access inter-urban highways, arterial suburban highways, hydro-electric transmission lines, railways, and trunk telephone cables already criss-cross areas which are undergoing urban development or are on the threshold of such development. Rights-of-way for gas and oil pipe lines are not new, but recently they have become a significant addition to the list of easements that are creating problems for urban municipalities in Ontario. There is also in prospect an increasing number of easements for trunk water mains to serve communities in various parts of the province.

It is obvious that means of transmitting power or transporting people and commodities are essential to a modern economy, and provision for all of the necessary facilities must be made. Indeed, it is a substantial part of the responsibility of planning authorities at all levels of government to take these facilities into account in their plans. It is very important, however, to ensure that the location of rights-of-way for pipe lines and for other facilities are properly integrated into the fabric of the developing physical community if the community is to achieve a satisfactory pattern of land use and an efficient system of traffic circulation.

The construction of a pipe line has certain important implications for any future development in the area through which it passes. Normally, the company owning the pipe line acquires a right-of-way to which are attached limitations on the later construction of roads or buildings and on the installation of underground services. Especially where urban development is anticipated in the future, it becomes very important that the location of the proposed pipe line and the pattern of future development be considered together, so that both the location of the pipe line and the pattern of later development can be satisfactorily integrated.

There are four major areas of concern to urban communities growing out of the establishment of easements for pipe lines. Two of these relate primarily to the surface use of land, while the other two affect the form of the land itself and the installation of other services underground.

The first, and perhaps most obvious, effect of the construction of a pipe line is the establishment of an area through private property that cannot be used for the construction of buildings or, without the permission of the company owning the pipe line, for the construction of roads or similar works. Where the pipe line route lies diagonally to the basic survey fabric of the area through which it passes, this can create very real difficulties in the future design of urban development. Many properties may be created that are small and of such a shape that they cannot easily be integrated into a satisfactory residential, industrial, or commercial development. Even where the proposed pipe line lies parallel to the road and property structure laid down by the original survey and by subsequent redivisions, great care must be taken in the decision as to the location of the pipe line if there is to be assurance that there is not to be too great interference with the best future development of



the lands for urban purposes. The question of the relationship between the route of the pipe line and the location of main roads, or the distance of the pipe line from main roads, must be considered.

Obviously, the economics of acquisition of rights-of-way, the costs of construction, and accessibility for maintenance will be major considerations for the pipe line company in deciding its route, but at the same time the community must have regard to its own interests, looking well into the future, in respect of any easement for the pipe line that may be proposed. This saving of even a large amount of money in selecting a route for a pipe line at one time may result in a much greater loss to the community as a whole and to the individual property owners and developers of land over even a relatively short period of time in the future when urban development takes place.

The second consideration involves aesthetics. A pipe line will naturally follow as straight a course as possible, and the right-of-way acquired by the company will prohibit the construction of buildings over the pipe itself. This will result in long, narrow stretches upon which no houses or other buildings may be built. It is often felt that, in good residential neighbourhood design, some sense of closure must be provided to obtain desirable space relationships within the development and to achieve the most satisfactory living environment. The judicious use of curved streets is one way of producing this effect of closure. Naturally, arterial roads cannot be curved to the same extent as local roads, and these arterial roads usually form the boundaries of neighbourhoods. Under normal circumstances, therefore, it is probably desirable that pipe lines in areas where urban development is anticipated should lie parallel to the rights-of-way for arterial roads, making due allowance for such widening of these roads as may be required.

Turning now to land form and subsurface conditions, it has become increasingly the practice to change contours in many types of urban development. Where a pipe line has been laid at a relatively shallow depth, this might inhibit any future action to change the contours at this point -- except at considerable cost, presumably to the developer. Also, urban development requires the installation of many expensive subsurface facilities, of which water and sewer services are the most important. Where possible, sewers are laid so that sewage is carried by gravity, rather than being pumped. The construction of a pipe line through an area which will develop later for urban purposes can seriously complicate the installation of these services, unless decisions about the route and depth of the pipe line are integrated with the planning for the future development of the area. As additional services are placed underground, such as telephone and electric power cables, the possible conflict with pipe line locations becomes a more important factor. As these services are usually installed on the rights-of-way of roads, the pattern of subsurface facilities will directly affect the pattern of the roads that can be laid down in new urban areas, and will thus determine to a large extent the character and pattern of such areas.

It would be unreasonable to contend that a pipe line must be constructed so that it does not interfere with any of the elements to which reference has been made. As already indicated, the value of pipe lines in our industrializing society is fully appreciated. It is not suggested either that the economics of pipe-line construction or the effect of the costs of construction upon the price of the product should be ignored. It would also be unreasonable to suggest that each pipe line must fit itself to the pattern of urban development that may have been

decided upon for any particular area likely to undergo urban development within the foreseeable future. Rather, it is suggested that the design of new areas and the decisions as to the route of proposed pipe lines should be considered together, so that the best urban design and the most satisfactory pipe-line location can be achieved. This might conceivably involve adjustments both in the location of the pipe line and in the pattern of urban development previously decided upon.

Section 11 of The Energy Act provides that no corporation shall construct a pipe line without first obtaining from the Energy Board an Order granting leave to construct the line under section 12 of The Energy Act. The statute provides that notice of an application for leave to construct pipe lines is to be given by the applicant to such persons as the Energy Board directs and specifically requires that notice be given to the Department of Municipal Affairs and to certain other departments. It is the policy of the Energy Board to require that notice be given to the council of each municipality through which the proposed pipe line is to be constructed. Presumably most municipal councils will immediately refer the notice of application to any planning boards having jurisdiction over the route of the pipe line within the municipality. To ensure that all such planning boards are aware of proposals to construct pipe lines within their respective planning areas, the Community Planning Branch advises all affected planning boards directly that a notice of application has been received by the Energy Board.

It is assumed that all planning boards advised of a proposal to construct a pipe line within their respective areas will wish to study the proposal in relation to current or anticipated future development along the pipe line route. If this study should indicate that there should be a reconsideration of the route of the proposed pipe line, no doubt the company constructing the pipe line would be prepared to discuss the matter. If any difficulty is experienced in this regard, or if it is felt that the Community Planning Branch would be able to contribute to such a discussion, the Branch is always prepared to make arrangements to that end.

Often a suggested change in the route of a proposed pipe line in one planning area or municipality will affect the location of the line in one or more neighbouring planning areas or municipalities. Each such suggested change should be discussed among the planning boards or councils thus affected, to ensure that the overall best location for the pipe line is found. Where the services of the Community Planning Branch are desired in a liaison capacity or otherwise to assist in the arranging of discussions between all concerned, the Branch will make its services available.

The Ontario Energy Board holds a public hearing on each application for leave to construct a pipe line, at which planning boards, municipal corporations, and other agencies can make representations concerning various aspects of the proposed construction, including the route of the pipe line. In addition to direct notice as prescribed by the Energy Board, notices of these hearings are inserted in local newspapers and appear in the Ontario Gazette. The Energy Board also holds public hearings where a person or company which has obtained leave to construct a pipe line from the Board finds it necessary to take steps to expropriate lands for the pipe line, pursuant to section 13 of The Energy Act.



## PAYING ALLOWANCES TO MEMBERS OF PLANNING BOARDS

The situation in regard to planning boards paying allowances to their members was changed significantly by the re-writing of section 407 of The Municipal Act. (This was formerly section 419). This section now reads as follows:

407. A local board, as defined in The Department of Municipal Affairs Act, of a municipality, except school and library boards, may provide for the payment of such salary, expenses or allowances for the members thereof as may be approved by the council of the municipality or, where more than one municipality is concerned, by the council designated by the Department.

As The Department of Municipal Affairs Act defines a local Board so as to include planning boards, section 407 as now re-written contains authority for planning boards to provide for the payment of such salary, expenses, or allowances for the members thereof as may be approved by the council of the municipality.

In the case of joint planning boards, there will obviously be more than one municipality concerned, and therefore it is necessary for the Department of Municipal Affairs to designate which council will have authority to approve the paying of salaries, expenses, or allowances to the members of the joint planning board. Many planning boards may choose not to make any provision for paying their members, of course, but where a joint planning board intends taking advantage of the provisions of section 407, an application should be submitted to the Department requesting that the council of one of the municipalities in the planning area be designated to give the necessary approval.

It is expected that, in most cases, the council to be so designated will be the council of the same municipality as has been named the designated municipality under the provisions of section 2 of The Planning Act. If there should be some good reason why some other council should be designated in any particular joint planning area, this should be stated in the application to the Department, together with a complete statement of the reasons why a departure from the normal practice is considered desirable.

## PLANNING EDUCATION

Waterloo University College now gives honours Bachelor of Arts degrees in Geography and Planning. This is the first undergraduate course in Canada to include 45 per cent content on planning subjects. This is not a technical course in planning, but rather an honours program in geography with options from the humanities, sciences, and social science which contribute to the broad background required by people confronted with the complex problems of "land use" planning. Three planning courses provide an introduction to some of the specialized knowledge required by planners. Development of these technical aspects of planning will be provided by experience or graduate training in planning.



An outline of the course follows:

HONORS GEOGRAPHY AND PLANNING PROGRAM

- FIRST YEAR      ENGLISH 20 -- General Literature and Composition  
FRENCH 20 or another language 20 -- Grammar, Literature,  
                  Oral Practice  
GEOGRAPHY 20 -- Elements of Geography  
ECONOMICS 20 -- Introduction to Economics  
One of: HISTORY 20 -- Mediaeval, Renaissance and Reformation  
                  History  
                  PHILOSOPHY 20 -- Philosophy and Human Problems  
One of: POLITICS 20 -- Introduction to Government and Politics  
                  SOCIOLOGY 20 -- Introduction to Sociology
- SECOND YEAR      For admission to the Second Year 60% is required in Geography 20,  
and an average of 60% in all other subjects.  
GEOGRAPHY 239 -- Economic Geography  
GEOGRAPHY 332 -- Population, Urban, and Land-use Geography  
ECONOMICS 355 -- Statistical Methods and their Application  
GEOLOGY 20 -- Introductory Geology  
Two of: Politics 20 (if not taken in the first year)  
                  SOCIOLOGY 20 (if not taken in the first year)  
                  HISTORY 31 -- History of Canada  
                  PHILOSOPHY 31 -- Logic and Problems of Knowledge  
                  SOCIOLOGY 38 -- Sociology of Urban and Rural Scene  
                  of Canada  
                  POLITICS 42 -- Federal, Provincial and Municipal  
                  Government  
                  A SENIOR ENGLISH
- THIRD YEAR      For admission to the Third Year an average of 66% is required in  
all second year Geography subjects as well as a 60% average in  
all other subjects.  
GEOGRAPHY 330 -- Advanced Physical Geography  
GEOGRAPHY 443 -- Field Research Methods  
One of: GEOGRAPHY 336 -- World Regional Geography  
                  GEOGRAPHY 440 -- World Political Geography  
                  or one of the options listed in Second Year  
ECONOMICS 38 -- Land Economics  
PLANNING 332 -- Planning Legislation and Administration.  
One course from the Humanities, or Social Science, or Science
- FOURTH YEAR      For admission to the fourth year an average of 66% is required  
in the third year Geography and Planning subjects and an average  
of 60% in all other subjects.  
GEOGRAPHY 441 -- Cartography  
GEOGRAPHY 445 -- Geography of Canada  
GEOGRAPHY 450 -- Senior Research and Report  
                  (B.A. Thesis on topic related to Planning)  
PLANNING 441 -- Landscape and Architectural Design  
PLANNING 443 -- Urban, Regional, and Resource Planning

ONE SCIENTIFIC LANGUAGE: French 45, German 45, Russian 45,  
Spanish 45.

For application forms for admission, residence, bursaries and scholarships, write to:

Dean L.H. Schaus,  
Waterloo University College,  
Waterloo, Ontario.

## ONTARIO COURT CASES OF INTEREST TO PLANNERS

- (1) January 15, 1961 - Teed v. Charbonneau  
(1961 O.R. 169)

High Court of Justice

Planning Legislation - Crown Lands III -  
Trespass I - Non-conforming use of building by  
squatter on Crown land - Whether protected  
under Municipal Act (Ont.) s. 390 (6)(a)  
as "lawfully used" for such purpose when  
zoning by-law passed - "Lawful use" referable  
to use under planning legislation and not to  
right or title to property.

- (2) February 21, 1961 - Jackson v. Executors of Warwell Estate  
(1961 O.R. 332)

Court of Appeal

Vendor & Purchaser I.D. - Contracts IV D -  
Planning Legislation - Accepted offer to  
purchase on condition land rezoned in particular  
way prior to closing date - General rezoning  
recommended by planning board to municipality -  
to amending by-law passed - Effect of planning  
legislation - Whether condition might be  
waived by purchaser.

- (3) March 9, 1961 - Regina v. Toronto Ex parte 94 Crescent Rd. Ltd.  
(1961 O.R. 129)

High Court of Justice

Crown practice - Mandamus - Building permit -  
Compliance with building by-law.

## POPULATION CHANGE IN ONTARIO

The four accompanying tables show the total population for cities in Ontario and the percentage change for the cities for 1951 to 1956 and for some of the cities for 1956 to 1960 period.

Why is it so important to keep track of the population?

We quote from the publication Local Planning Administration.\*

" . . . The sole purpose of all facilities and services in the community is to meet the physical, economic, social, cultural, and governmental needs of the population."

And again from this publication ---

" . . . it is also self evident that a study and understanding of the growth, distribution, composition, and other characteristics of the population and trends in such characteristics are basic in the preparation of a plan for future ..... of the community."

Some questions which you might well ask yourself are:

- What is likely to be the growth of our community during the period for which the plan is prepared?
- How will population be distributed?
- Where will the different economic, racial and ethnic groups locate?
- What is the child population in various areas for which school and recreational facilities must be provided?

\* Local Planning Administration - Mary McLean editor -  
International City Managers' Association, 1313 East 60th Street,  
Chicago 37, Illinois.



Population of Metropolitan Areas in Ontario  
Numerical Distribution and Percentage Change  
1951 - 1956

Metropolitan Areas	1951	1956	Percentage Change 1951 - 56
Hamilton	272,327	327,831	20.4
London	128,977	154,453	19.8
Ottawa	292,476	345,460	18.1
Toronto	1,117,470	1,358,028	21.3
Windsor	163,618	185,865	13.6

Source: Dominion Bureau of Statistics, Census of Canada, 1956.

Note: Metropolitan Areas are those which: "For census purposes, .....  
have been established for groups of urban communities .....  
which are in close economic, geographic and social relationship  
(Census of Canada, Population, Vol. I, 1951)

Population of Other Major Urban Areas in Ontario

Numerical Distribution and Percentage Change

1951 - 1956

Major Urban Areas	1951	1956	Percentage Change 1951 - 56
Brantford	52,231	56,089	7.4
Fort William & Port Arthur	71,191	84,609	18.8
Guelph	30,387	36,891	21.4
Kingston	49,327	58,290*	18.2
Kitchener	64,146	79,886	24.5
Niagara Falls	42,365	51,411	21.4
Oshawa	51,582	64,792	25.6
Peterborough	41,191	45,848	11.3
St. Catharines	67,535	85,055	25.9
Sarnia	41,303	52,856	28.0
Sault Ste. Marie	40,490	50,704	25.2
Sudbury	71,215	95,582	34.2
Timmins	39,427	39,234	- 0.5

Source: Dominion Bureau of Statistics, Census of Canada, 1956.

\* Annexation of the village of Portsmouth

Note: Other Major Urban Areas are those: "in which the population of the largest incorporated unit is over 25,000 ..... . The component parts of those areas were established through a special study which considered the previously established population totals for these parts as well as other relevant information established by the 1951 census. These areas possess some but not necessarily all of the characteristics of metropolitan areas although in most cases the communities are smaller in size."

(Census of Canada, Population, Vol. I, 1951)

Population of Cities in Ontario  
Numerical Distribution and Percentage Change  
1951 - 1956

Cities	1951	1956	Percentage Change 1951 - 56
Barrie*	12,514	16,851	25.7
Belleville	19,519	20,605	5.3
Brantford*	36,727	51,869	29.2
Chatham*	21,218	22,262	4.7
Cornwall	16,899	18,158	6.9
Fort William	34,947	39,464	11.4
Galt*	19,207	23,738	19.1
Guelph*	27,386	33,860	19.1
Hamilton*	208,321	239,625	13.1
Kingston*	33,459	48,618	31.2
Kitchener*	44,867	59,562	24.7
London*	95,343	101,693	6.2
Niagara Falls	22,874	23,563	2.9
North Bay*	17,944	21,020	14.6
Oshawa	41,545	50,412	17.6
Ottawa	202,045	222,129	9.0
Owen Sound	16,423	16,976	3.3
Peterborough*	38,272	42,698	10.4
Port Arthur	31,161	38,136	18.3
St. Catharines*	37,984	39,708	4.3
St. Thomas*	18,173	19,129	5.0
Sarnia	34,697	43,447	20.1
Sault Ste. Marie	32,452	37,329	13.1
Stratford*	18,785	19,972	5.9
Sudbury	42,410	46,482	8.8
Toronto*	675,754	667,706	- 1.2
Waterloo*	11,991	16,373	26.8
Welland	15,382	16,405	6.2
Windsor	120,049	121,980	1.6
Woodstock*	15,544	18,347	15.3

Source: Dominion Bureau of Statistics, Census of Canada, 1956.

\* Indicates boundary change

Assessed Population of Cities in Ontario  
Numerical Distribution and Percentage Change  
1956 - 1960

Cities	1956	1960	Percentage Change 1956 - 60
Barrie*	18,028	21,271	18.0
Belleville*	20,673	29,070	40.6
Brantford*	51,101	53,616	4.9
Chatham*	22,658	29,271	29.2
Cornwall*	39,764	43,448	9.3
Fort William	39,438	43,968	11.5
Galt*	23,585	26,945	14.2
Guelph*	33,327	38,323	15.0
Hamilton*	234,234	261,144	11.5
Kingdton	45,625	48,028	5.3
Kitchener*	59,354	72,961	22.9
London*	101,086	158,158	56.5
Niagara Falls	23,818	22,575	- 5.2
North Bay	21,689	23,010	6.1
Oshawa	49,709	60,135	21.0
Ottawa	218,013	255,608	17.2
Owen Sound*	17,436	17,657	1.3
Peterborough*	41,908	46,424	10.8
Port Arthur	37,426	42,581	13.8
St. Catharines	40,147	41,211	2.7
St. Thomas*	19,017	22,348	17.5
Sarnia	43,602	49,089	12.6
Sault Ste. Marie*	38,426	42,356	10.2
Stratford*	19,991	20,432	2.2
Sudbury*	47,245	77,356	63.7
Toronto	643,791	640,588	- 0.5
Waterloo*	16,299	20,562	26.2
Welland	16,661	17,367	4.2
Windsor*	119,330	116,160	- 2.7
Woodstock	17,808	19,923	11.9

Source: Ontario Department of Municipal Affairs, Municipal Directories, 1957 and 1961.

\* Indicates boundary change









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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No. 6, July - August 1961



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## STRIP TEASE ZONING

Our concern about ribbon development has been indicated previously in ONTARIO PLANNING - Vol. 1, No. 3 and Vol. 2, No. 7. The reason for reprinting, in part, the following article by Mr. R. Scott, Greensboro, N.C., from the September 1960 issue of "Florida Planning and Development", arises from the fact that we are still being confronted with many zoning by-laws, official plans and consents by planning boards which indicate that this particular form of development is still not recognized as an extremely dangerous form of growth.

The methods of providing a satisfactory residential environment adjacent to major roads are described briefly by Mr. Scott in his article and more fully in one article of ONTARIO PLANNING - Vol. 3, No. 4 -- deep front yards, protective screening, service roads and deep, rear-facing lots. These arrangements are normally considered only where land is being subdivided for urban purposes for the first time and not in the many circumstances where the land frontage had already been subdivided by an old plan of subdivision into narrow, shallow lots. It is true that the older, undeveloped (or partially developed) plans are more difficult to use as a satisfactory basis for residential developments, but it must be realized that The Planning Act (Sections 20 and 26(2)) contains provisions where a resubdivision may take place in such a manner as to contain these more desirable residential features.

"In earlier days when new zoning ordinances sprang up like mushrooms across the land, miles of commercial districts were strung along major traffic arteries. Perpetrators of this type of outrage didn't know what they were doing, but the consequences soon became distressingly apparent.

"The term 'strip zoning' gilds the character of this mischief maker. "Strip tease zoning" is more appropriate. The outward form of the creature is apparent from maps. Its inner character is not so obvious. This is a tantalizing economic will-o-the-wisp which can end only in disillusionment....

"Property owners are deluded into thinking that they are about to get something. They are in joyful anticipation that an economic law is about to be broken. At a time like this, they should be guided by careful weighing of economic and environmental consequences. . . .

"Since the amount of business frontage created by promiscuous application of commercial zoning is far in excess of what can be used well, it is apparent that much of it will be used poorly or not at all, and that commercial slums will result.

"If miles of frontage along major streets are not suitable for truly commercial uses what are the alternatives? The planner should know them and be discriminating in their use.

"The kind of zoning which lumps residential, institutional, office, retail and wholesale commercial, warehousing, light and heavy industrial, and special districts into one composite category strung out along major streets may offer protection to residential areas away from major streets, but in effect it leaves the arterial frontage unzoned.

### Some Alternative Treatments

"Industrial - Some major street frontage can properly be zoned industrial. A railroad track or river paralleling an artery at the rear of properties, the crossing of truck routes and railroads or other special circumstances may create an appropriate location for industrial or warehouse activities. The zoning should be arranged accordingly, permitting accessory trade and service activities for the convenience of industrial employees but emphasizing the primary industrial function.

"For the protection of both industry and the highway, there should be an appropriate setback from the right of way and access should be limited to points properly spaced between street intersections and protected against impediments to visibility. Continuous industries may use a common access point to advantage. Shielded or extra lane entry and exit points may be helpful. In some instances minor access roads serving groups of industrial or warehouse uses may be appropriate. The use of all these devices is a distinct advantage to the industries as well as to traffic on the major artery.

"Commercial centers at proper locations should be made readily accessible to the customers they are to serve. The locations should be selected and scaled to bear a sensible relationship to population, and should be positioned to establish a reasonably large market for each cluster of stores. These concepts are well understood by successful retail organizations and very few sound investments are made in retail commercial enterprises which are not in shopping centers or in central business districts.

"(In this regard our old friend the filling station has proved to be a maverick. It may eventually be desirable to devise regulations to group service stations at appropriate locations along arteries so that a whole array of petroleum products of different companies become available in one place, along with complementary trade and service establishments. Such groupings could have well shielded common entrance and exit points.

"The nearest counterpart to this arrangement is the service areas for travellers on turnpikes. In urban areas, such groupings might best be located in midblock rather than at strategic intersections and because of the large areas required, the super-block location would be preferable. For this type of service area, the name "stopping center" would be appropriate.)

"Institutional uses (using the term in its broadest sense to include not only schools, colleges, orphanages, hospitals and the like but also office buildings, laboratories, medical offices and similar activities having limited clientele) may also be appropriate along major streets. These should be limited in kind and regulated in design so that they do not create frictions in pedestrian, passenger or freight traffic.

"Institutional uses are well adapted to substantial building setbacks and to use of driveways, off-street parking and off-street loading and the like which minimizes interference with through traffic. In institutional districts, such safeguards should be required.

"Residential uses along major traffic arteries are by no means impractical, although the most frequent argument for universal commercial zoning along thoroughfares is that the abutting property can't be used for residential purposes.

"Single-family residential use under such circumstances is usually characterized by deep front yards, and arterial frontage can be used for single-family residences if a deeper than usual front yard is required. This gives opportunity for protective plantings and screenings to provide separation from street noise.

"Multi-family structures are appropriate to heavily-travelled arterial frontages, particularly when there is generous open space and ample setback from the street. Major arterial frontage frequently means access to public transportation. Controlled access points are desirable, and parallel minor service streets have a particularly valid function.

"Another device which has come into wide use recently is arrangement of residential lots backing on major streets. Here it is necessary to handle the situation in the initial plotting stage, providing access to the lots from minor streets, and cutting off direct access from the lots to arterials."

## UNDERGROUND POWER AND TELEPHONE LINES

In the January, 1961, issue of Civic Administration, it was reported that the City of Galt Public Utilities Commission staff installed underground power and telephone lines in one of Galt's new residential subdivisions.

There are 120 lots in the subdivision, which was developed by the city and fully serviced to try to make the land available at a reasonable price. The Commission calculated that it cost \$90 more a lot for underground rather than overhead services. The service to the subdivision enters the houses from the rear lot line.

This new subdivision is not the first area on which Galt has put power lines underground. Two small subdivisions have received the same treatment.



## ZONING AND THE LUCIFER PLAN

Reprinted from September-October 1960 issue of  
Planning and Development,  
Department of Conservation and Economic Development,  
Virginia.

"Zoning is frequently a device for protecting the status quo against improvement and making certain that in the future things will get worse. This kind of zoning is in accordance with an unwritten comprehensive plan. The plan is in the nature of an agreement with Lucifer, and those who carry it out would prefer that it not become a public record.

"The trouble is not in zoning itself, but in who really guides it and uses it, and to what ends.

"In this kind of zoning, residential standards are based on the worst performance in current or past development. The smallest lots shown on the present property map become the minimum permissible (and thus tend to become the standard) for future use. The highest present population density becomes the maximum permissible for the future. Since Negro population has been restricted to congested quarters, provision is made for smallest permissible lots and highest permissible densities in these areas.

"On commercial and industrial areas, there is tenacious adherence to the unwritten and diabolical plan, and the nature of the plan may be inferred from the zoning. The real guiding principles are these:

1. "The purpose of commercial and industrial zoning is to provide a maximum amount of land to sell for such purposes if customers can be found.
2. "The primary function of major streets and highways is to serve as business frontage, and to provide curb parking. Wherever possible minor street intersection should set aside for the same purposes. (Major streets and highways may also be permitted to carry traffic, provided that speeds be restricted to 35 miles per hour or less and that traffic lights be provided at interval of not more than three blocks.
3. "On a per capita basis, future population will require ten or more times as much roadside commercial and industrial area as present population. To be on the safe side, zone more. There can't be too much.

"The effect of this kind of zoning, based on this kind of a plan, is to increase congestion in the streets, impede adequate provision of transportation, diminish safety, depress general property values to increase the value of a few lots, raise taxes, encourage development of several varieties of slums, and provide maximum opportunities for real estate speculation.

"The comprehensive impact of the unwritten plan becomes clear as it works. When marginal friction created by roadside business and industrial uses gets to the point where it is intolerable, the first step is to try to widen the major street or highway without removing the real causes for its inadequacy -- the elements of marginal friction. Sometimes this effort is successful. High priced right of way is acquired by mortgaging the future. The street is widened. The speed limit remains the same. Taxes go up. And soon a bypass becomes necessary.

"In other cases, widening costs are found prohibitive and the move to the bypass is direct. Generally speaking, the first bypass (and often the second and third bypass around the first bypass) pours heavy traffic through what had been quiet residential areas, across school yards and hospital grounds. This wrecks the neighbourhoods traversed. It adds residential slums to the commercial and industrial slums abandoned by through traffic. And since the principles of the Lucifer Plan continue to be applied inexorably, zoning gets busy sowing the seeds of new commercial and industrial slums.

"Lands along the bypass are now zoned commercial or industrial because they have highway frontage. A few hot dog stands, beauty parlors, gas stations, plaster statuary establishments, helpsy-selfy laundries, and perhaps warehouses and truck stops begin operations along the new route, often leaving old locations---old buildings---along the previous route. The speed limit drops rapidly from the original 45-50 to 35, and to 25 in the worst sections. Stop lights flourish. And talk of widening or a new bypass begins.

"Check your own planning and zoning with the Lucifer Plan in mind. Have you signed up? Are you handing out profits to a new noisy or influential property owners or real estate people at the expense of the general public? Are you raising taxes and building a worse city? Are you encouraging the spread of submarginal businesses and industries, driving your city into building bypasses around bypasses until the state or federal government steps in and builds a limited-access highway that skirts your town ten miles out? Are you creating, perpetuating, promoting or enlarging residential, commercial or industrial slums, traffic congestion, and parking shortages?

"You can help do all these things if you are a member of a city commission, a county commission, a planning commission, a zoning commission or a board of adjustment. You can help do all these things if you are merely a passive citizen.

"All zoning is in accordance with a plan. What kind of a plan guides yours?"

## PLANNING ADVISORY SERVICE INFORMATION REPORTS

Eleven back copies of Planning Advisory Service Information Reports for 1956 and one for 1958, published by the American Society of Planning Officials (ASPO), are now available for purchase by non-subscribers.

The reports deal mainly with practices and examples in United States communities, but usually in such a way as to be fairly readily interpreted in the light of Canadian legislation and practice by persons familiar with the subject matter. Current issues are available only to subscribers to the Planning Advisory Services except where otherwise noted. The Community Planning Branch subscribes to this service, and Information Reports may be studied in the offices of the Branch.

Annual subscription rates to the Planning Advisory Service vary from \$100 to \$400 according to the population of communities concerned. Rates for housing and redevelopment authorities, planning consultants, architectural and engineering firms and others may be obtained on request from ASPO, 1313 East 60th Street, Chicago 37, Illinois.

ANIMALS IN URBAN AREAS (PAS No. 85). April 1956. 25 pp. Zoning ordinance provisions regulating location, numbers, and kinds of animals permitted. \$5.00

CERTIFICATES OF OCCUPANCY (PAS No. 89). August 1956. 19 pp. Why, when, and how occupancy certificates are used; their value in obtaining good community development. \$5.00

CIVIC CENTER PLANNING (PAS No. 83). February 1956. 38 pp. Functional components of a civic center; methods of forecasting office and parking space requirements. \$5.00

EXCLUSIVE INDUSTRIAL AND COMMERCIAL ZONING (PAS No. 91). October 1956. 34 pp. Where and how this is being done; sample zoning ordinance provisions. \$5.00

LAND DEVELOPMENT ORDINANCES--GRADING; CURB CUTS AND DRIVEWAYS; STREET TREES (PAS No. 86). May 1956. 35 pp. Methods of preventing street tree mutilation and destruction, and of regulating curb cuts, excavations and fills, appropriate use of a special ordinance. \$5.00

MIGRATORY LABOR CAMPS IN THE COMMUNITY (PAS No. 93). December 1956. 30 pp. How they can be regulated and provided for in the land use plan and zoning ordinance; the background and problems of migratory farm workers. \$5.00

PLANNING AGENCY BYLAWS (PAS No. 90). September 1956. 26 pp. Rules for conducting meetings; why planning agency meetings should be open to the public; various parliamentary procedures. \$5.00

RAIL LINES AND TERMINALS IN URBAN PLANNING (PAS No. 82). January 1956. 22 pp. Implications of the changing physical pattern and operation of railroads in urban areas; suggested areas of study by planning agencies.

RECORDING AND REPORTING STATISTICS ON SUBDIVISION ACTIVITY (PAS No. 87). June 1956. 24 pp. Analysis of various systems used; illustrative examples of how statistics are publicized by planning agencies. \$5.00

STATEMENTS OF PURPOSE AND INTENT IN ZONING ORDINANCES (PAS No. 92). November 1956. 22 pp. The value of such statements; examples of both district and preamble statements.

ZOOS AND AQUARIUMS (PAS No. 88). July 1956. 35 pp. Problems and techniques of zoo and aquarium planning. \$5.00

CHURCHES AND PLANNING CONTROLS (PAS No. 106). January 1958. 52 pp. An appraisal of land use controls; sample ordinance provisions; attitude of the courts. \$2.50

Reports issued during 1960 were as follows:

#130

Pamphlets about Planning Programs - January 1960 - 31 pp.

#131 and 132

Expenditures, Staff, and Salaries of City, County and Combined Planning Agencies - February 1960 and March 1960 - 2 parts - 28 pp. and 41 pp. respectively.

#133

Zoning Buffers: - Solution or Panacea? - April 1960 - 32 pp.

#134

The Press, the Public, and Planning - May 1960.

#135

Cluster Subdivisions - June 1960 - Review.

#136

Zoning Districts - July 1960.

#137

Expressway Interchanges - August 1960.

#138

Automation and Urban Planning - September 1960.

#139

Planning for Apartments - October 1960.



#140

Gasoline Station Location and Design - November 1960.

#141

Neighbourhood Boundaries - December 1960.

## ONTARIO - ECONOMIC AND SOCIAL ASPECTS SURVEY 1961

- March 1961, 337 pages - \$2.00

Department of Economics and Federal and Provincial Relations,  
Parliament Buildings, Toronto.

The ninth economic survey of Ontario has recently been released. This is the first survey since 1957. It is divided into three parts: -

Part One contains a brief account of the organization, major functions and duties of each Ontario Government Department, reviews the Province's finances since 1944, and sets out Ontario's position in the field of Federal-Provincial fiscal relations. This is a new section this year.

Part Two contains a comprehensive array of material in textual and tabular form dealing with Ontario's economy as a whole.

Part Three provides a breakdown of Ontario statistics by economic regions. The basic statistical unit of the economic region is the county or district and statistical material is presented on this basis.

. . . .

Other surveys which have been published by the Department of Economics are:

- Georgian Bay Region Economic Survey - 1957 - 40 pp.
- Northeastern Ontario Economic Survey, July 1958 - 82 pp.
- Lakehead - Northwestern Region Economic Survey - May 1959 - 96 pp.
- Eastern Ontario Economic Survey - August 1960 - 126 pp.

The purpose of each of these studies is to make available economic and statistical information relating to the population, employment, geography, natural resources, industrial production, transportation and other activities which make up the economic life of Ontario.

The fifth survey will cover the Lake Ontario Economic Region.

## ONTARIO BUILDING OFFICIALS' ASSOCIATION

Most municipal officials will already know of this association of building commissioners and inspectors, which provides a forum for the discussion of problems confronting appointed officials in their administration of building regulations.

The Association has adopted a plan to bring its programs within reach of the officials of all municipalities. The province has been divided for this purpose into eleven districts. Within each district, lecture and discussion meetings will be held in a location chosen to reduce travelling distances as much as possible. Regular afternoon or evening meetings are therefore planned for the future. In District 5, (which consists of the Counties of Peel and York; the south half of Counties of Simcoe and Ontario; and the east half of the County of Halton), using Maple as headquarters, a program of talks is already under way. Subjects range from soil evaluation and foundation checking to the effects of zoning by-laws.

Because the ultimate realization of any council's plan for guiding development of the community depends largely on the consistent, conscientious administration of zoning, building and related by-laws and because this task is usually assigned to the building inspector in smaller municipalities; this Branch commends the Association on its initiative in seeking to further improve the quality of the contribution of its membership to the public welfare.

## COMMUNITY PLANNING - WHAT IS IT ?

Area Development Progress  
June-July, 1959  
Florida Power Corporation  
St. Petersburg, Florida.

"Planning is a process by which a community uses common sense and organization to get the things it wants and get rid of the things it doesn't want. It involves finding out which way a city is headed at present, deciding where it ought to go, and setting up a program for getting there.

"A plan is a sort of road map into the future. Such things as zoning, subdivision regulations, and building and housing codes help you to follow the road map. They serve the function of steering; the plan shows the way to follow the road map. Without a road map, a steering wheel isn't much good. Without a steering wheel, a road map isn't much good. Both are needed, and it won't do to get them confused. Zoning is NOT planning, and planning is NOT zoning.

"Florida's rapid growth and development is making an increasing number of cities aware that they had better do something about developing a "road map" for their future. They are finding out that industries seeking new locations are asking some pretty pointed questions about what is being done on community planning."

## LANDSCAPED STUCTURES FOR TRAFFIC CONTROL

The January, 1961, issue of Traffic Engineering reported on a summary of a paper by Martin A. Wallen, Traffic Engineer, Richmond California, on traffic control in residential neighbourhoods. It described the results of a three year research project to avoid the extensive installation of stop signs on minor streets in a residential neighbourhood. The project was a group effort involving a neighbourhood and departments of: planning, schools, parks and recreation, street maintenance, and traffic engineering.

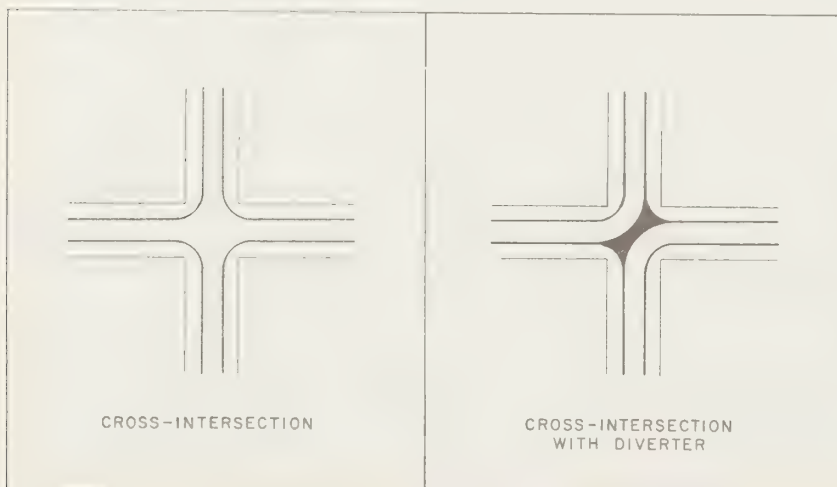


CROSS-INTERSECTION WITH DIVERTER

In 1959, the Coronado Neighbourhood requested the installation of stop signs. This was the result of a series of right angle accidents at cross-intersections. The traffic committee tried to find alternate solutions to the problems of numerous intersection accidents and relatively high speeds created by the gridiron street pattern.

Studies were made by the city's traffic department to compare the accident characteristics of neighbourhoods in Richmond with different types of street patterns.

Table I (see at end of article) shows a comparison of two neighbourhoods and indicates that the new subdivision had a much better accident rate per 100,000 vehicle miles of travel, which was 1.1 compared to 2.1 for the older neighbourhood.



The traffic committee suggested two possible solutions to this problem of reducing the number of accidents in this older neighbourhood of Coronado.

The first solution offered was the installation of different patterns of STOP signs throughout the neighbourhood with possibly some one-way streets. The second solution was the suggestion that traffic could be considered in conjunction with

all other aspects of the neighbourhood; i.e. to design the street system as a means of creating a more desirable neighbourhood.

The people of the Coronado Neighbourhood selected the second alternative. The traffic committee of this neighbourhood actually re-designed their street pattern in consultation with school, park and other departments



T-INTERSECTION WITH BARRICADE

and agencies. Their plan included the construction of five diverters, i.e. physical barriers running diagonally across a four-way intersection (see sketch and diagram, p.10), the construction of four 6 to 8 foot traffic circles to be installed in the middle of typical 4 way intersections and the conversion of two blocks into cul-de-sac streets using landscaped barricades. The traffic circle idea was delayed until the other elements had been tried out. The landscaped barricade is essentially a barrier across the end or any part of a street forming one or two dead end streets. This is used on minor streets instead of a cul-de-sac to reduce construction costs and to eliminate the need to acquire extra land.

TABLE I

Comparison of Accident Rates in two  
Richmond, California Subdivisions

	Old Neighbourhood*	New Neighbourhood**
Area in Acres	144	129
Dwelling Units	650	636
Miles of Streets	6.4	4.6
Percent of Land in Streets	33	23
No. of Intersections:		
4-way	33	2
<u>3-way</u>	<u>14</u>	<u>20</u>
Total	47	22
Accident Rates per 100,000 Vehicle Miles of Travel	2.1	1.1
Accidents per Year:		
4-way intersections	25.0	4.0
3-way intersections	2.3	2.0
<u>non-intersections</u>	<u>8.0</u>	<u>10.5</u>
Total	35.3	16.5

\* Old Neighbourhood - usual grid pattern

\*\* New Neighbourhood - limited access streets; i.e. primarily 'T' - intersections and a pattern clearly defining collector and minor streets.



## 1961 CENSUS OF CANADA - POPULATION DATA

Three preliminary releases on the Census of Canada have now been issued by the Dominion Bureau of Statistics (D.B.S.). These pamphlets, which show the first results of the 1961 Census taken in June, contain population data for 585 of Ontario's cities, towns, villages, and townships. Also included for comparison are the 1956 figures for the same municipalities.

Although the releases contain data on a few of the Province's larger and middle-sized cities, the great majority of municipalities included are under 3,000 in population. This is probably due to the fact that these smallest political units are more amenable to quick tabulation and early release. The following table shows the distribution of the listed municipalities among several population groups, as well as the numbers in each category which have increased or decreased.

TABLE I

Population Group	No. of Municipalities	Change Since 1956	
		No. Increasing	No. Decreasing
10,000 to 500,000	32	31	1
3,000 to 10,000	108	93	15
1,000 to 3,000	243	184	59
below 1,000	202	111	91
Totals	585	419	166

The data given in the preceeding table indicates that many smaller centres and rural townships are losing ground to the rest of the province in population. The fact that 24 per cent of these municipalities between 1,000 and 3,000, and 45 per cent of those below 1,000 declined over the last five years suggests that rural areas are not sharing in the Province's growth.

Just where Ontario's greatest growth is occurring - whether it is the great metropolitan centres or the small and middle-sized cities which are increasing at the fastest rate - is impossible to predict from the data presented in the three preliminary releases; for only twelve cities over 25,000 have been tabulated thus far.

But what is noteworthy is that none of these twelve cities have declined. On the contrary, most have a large percentage increase. Metropolitan Ottawa's 21 per cent jump over the five year period (from 345,000 to 418,399) is the most conspicuous example. Metropolitan Kitchener's 19 per cent increase (from 128,722 to 153,512) and Galt's 16 per cent increase (from 23,738 to 27,494) also stand out.

Thus, it would seem that the shift in population from rural to urban centres, which of course has been going on for decades, may have been particularly accelerated in the Province during the last five years. Further releases from D.B.S. are expected to show correspondingly high increases for many more of the cities of Ontario.





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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No. 7, September 1961



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## PROVINCIAL LAND CLASSIFICATION

The subject of land use is of interest to an ever-growing number of people: witness the Senate Land Use Committee, the Ontario Cabinet Committee on Conservation, and the Resources for Tomorrow Conference. In addition to these special committees and conferences, community planners, conservationists and a large number of others make decisions daily on major land use problems. To all of these, the compilation of the Forest Resources Inventory (FRI) reports by the Department of Lands and Forests will be of considerable interest.

This Inventory was based upon aerial photography and ground survey. There are 23 published reports plus additional unpublished information for the "unsurveyed" northern area - one each for the Department's administrative units. Indicative of the information contained in these reports is the following extract from Table 1 - Total area classification into broad land groups.

### LAND CLASSIFICATION

1. Productive forest land (Land bearing or capable of bearing timber of a commercial character and not withdrawn from such use.)
2. Non-forested land (Productive forest lands permanently withdrawn from timber production use.)
  - Developed agricultural land
  - Grass and meadow land
  - Non-reproducing burn
  - Wooded pasture
  - Unclassified land (Lands occupied by roads, railroads, towns, etc.)
3. Non-productive forest (Lands which appear to be permanently out of commercial timber-producing class, owing to very low productivity.)
  - Open muskeg
  - Treed muskeg (scrub)
  - Brush, Alder, and flooded land
  - Rock outcrop
4. Water (Excluding the Great Lakes, St. Lawrence River, Ottawa River, St. Clair River and Detroit River.)

For convenience these categories have been slightly regrouped and renamed with the net result we find the distribution of land uses in the Province to be as shown in Table I.

As is to be expected, Maps I and II indicate the northern part of the Province as the timber producing area while the largest proportion of Southern Ontario is devoted to agricultural use.

Quite surprisingly, the percentage of water in the "far north" area is less than might be expected. The four administrative units in the western part of the Province contain the largest proportion of water.

The percentage of land devoted to the various uses in the various districts are very similar in Southern Ontario except for the two central administrative units consisting of Haliburton, Victoria, Peterborough, Durham-Northumberland, and Hastings, Lennox-Addington, and Frontenac area. These two regions contain a larger percentage of forest area due in most part to the fact that the agriculturally inhospitable Canadian Shield extends into this area.

It is particularly interesting to note the small percentage of the total area presently in use for urban purposes. While the present rate of urbanization, currently estimated at 10 to 12 square miles per year, will make little change in the percentage of total land occupied by urban uses on the provincial scale, within the next 10 years, this rate will substantially change the outward appearance of the landscape within the southern counties. This will be particularly evident if, as a number of land use studies have shown, for every acre of land actually used for urban purposes several are withdrawn from agricultural production through speculative and tax pressures.

The FRI reports are available to the public from the Department of Lands and Forests Parliament Buildings, Toronto, Ontario. In addition the following are a list of publications dealing with land use which may be of interest:

(1) Conservation Council of Ontario

A Report on Land Use - 39 pages - September 1960  
- Conservation Council of Ontario, 85 King St. E., Toronto 1.

(2) Barlowe, Raleigh

Land Resources Economics - The Political Economy of Rural and Urban  
Land Resource Use - Michigan State University - 585 pages - 1958 -  
Prentice - Hall, Inc., 4 Englewood Cliffs, New Jersey.

(3) Clawson, Marion

Land for the Future - Resources for the Future - 570 pages  
- 1960 - John Hopkins Press, Baltimore, Maryland.

(4) United States Department of Agriculture

Land, The Yearbook of Agriculture, 1958 - 605 pages  
Superintendent of Documents, Washington 25, D.C.

(5) Patterson, H.L.

Looking Ahead - 7 pages - 1960  
Department of Agriculture - Parliament Buildings, Toronto, Ontario.

Table 1

LAND CLASSIFICATION

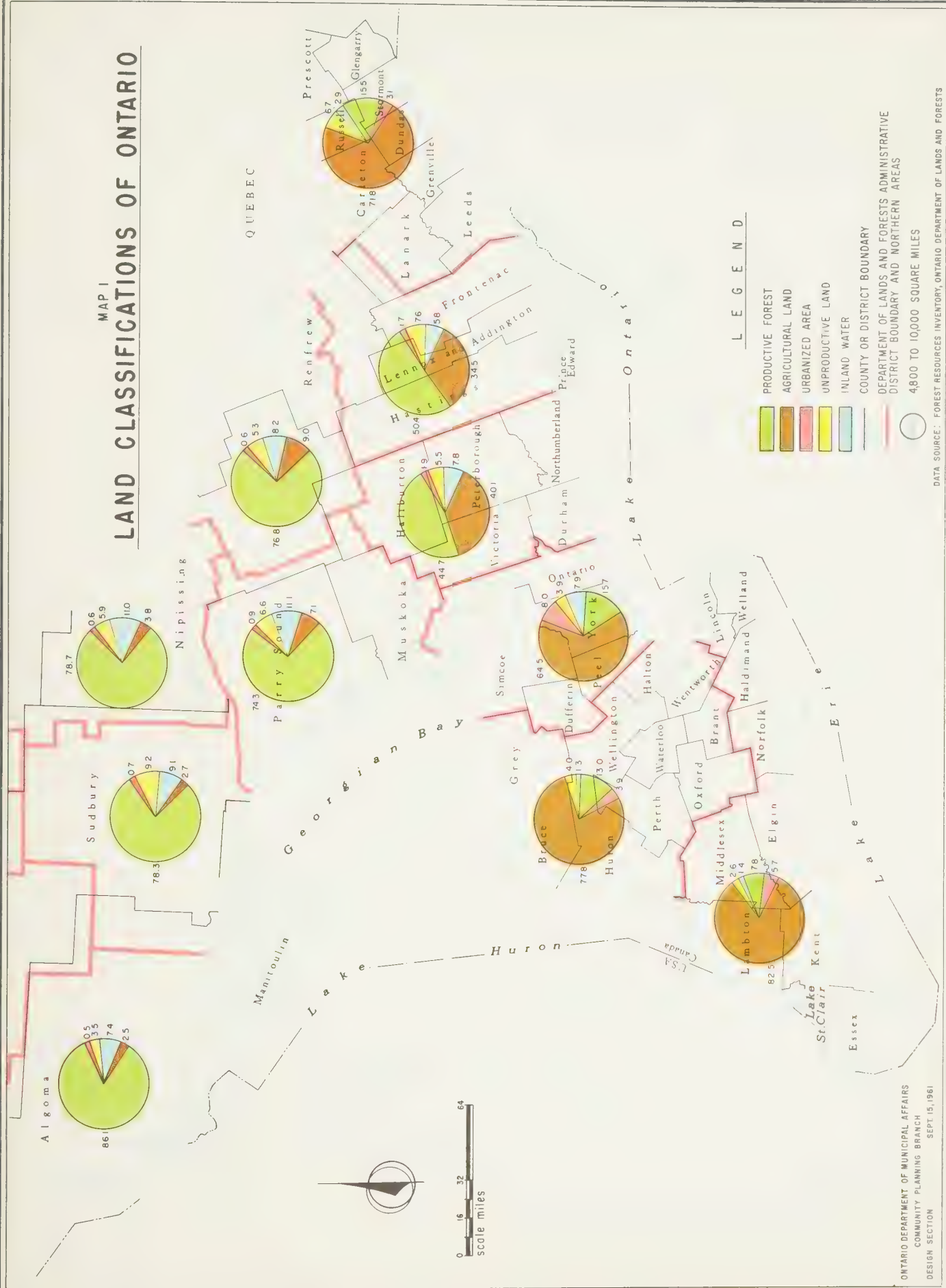
ADMINISTRATIVE DISTRICTS OF THE DEPARTMENT OF LANDS AND FORESTS

ADMINISTRATIVE DISTRICTS	NORTH BAY	TIMISKAMING (SWASTIKA)	COCHRANE	KAPUSKASING	GERALDTON	PORT ARTHUR	ALGONQUIN (PEMBROKE)	PARRY SOUND	WHITE RIVER	SUDBURY	SAULT STE. MARIE	CHAPLEAU	GOGAMA	FORT FRANCES	KENORA	SIOUX LOOKOUT	KEMPTVILLE	TWEED	LINDSAY	LAKE SIMCOE	LAKE HURON	LAKE ERIE	POTENTIALLY EXPLOITABLE	NORTH	PROVINCE
AREA IN SQUARE MILES																									
Productive Forest	4281	4234	8579	12596	9785	12358	4006	4449	6041	5594	7332	5196	5399	4778	8139	17544	807	3506	2327	756	1153	502	27209	7898	164469
Agricultural Land	207	279	113	97	2.6	1.44	471	425	-	193	211	1.5	8	181	64	3	3736	2402	2089	3104	6890	5322	0.5	-	25943
Grass and Meadows	10	10	18	15	0.4	16	22	96	-	18	40	0.8	7.7	20	8	2.6	784	755	582	525	663	536	0.5	-	4130
Wooded Pasture	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	341	219	157	244	512	248	-	-	1721
Urbanized Area	33	33	49	33	23	115	32	54	16	47	40	8	6	65	91	82	159	119	100	385	349	366	8	1	2214
Unproductive Land	319	559	1965	2942	1548	1194	275	398	258	660	296	709	409	667	820	1947	351	533	285	189	352	168	32412	99713	148969
Inland Water	601	283	787	572	960	3081	429	659	521	650	633	630	443	1323	3029	3949	149	403	406	381	115	89	4602	9445	34140
Total Area	5441	5388	11493	16240	12318.6	16892	5213	5985	6836	7144	8512	6544.5	6265	7014	12143	23525	5202	6963	5207	4815	8859	6447	64231.5	117057	375735
PERCENTAGE OF ADMINISTRATIVE DISTRICT																									
Productive Forest	78.7	78.6	74.6	77.6	79.4	73.2	76.8	74.3	88.4	78.3	86.1	79.5	86.2	68.1	67.0	74.6	15.5	50.4	44.7	15.7	13.0	7.8	42.4	5.0	
Agricultural Land	3.8	5.0	1.0	0.6	0.02	0.9	9.0	7.1	-	2.7	2.5	0.02	0.11	2.6	0.5	0.01	71.8	34.5	40.1	64.5	77.8	82.5	-	-	
Dev. Agr. Land	3.6	4.7	0.8	0.5	.01	0.8	8.6	5.5	-	2.4	2.0	-	-	2.3	-	-	50.2	20.5	25.9	88.8	84.8	70.1	-	-	
Grass and Meadows	0.2	0.2	0.2	0.1	.003	0.1	0.4	1.6	-	0.3	0.5	-	-	0.3	-	-	15.1	10.9	11.2	10.3	7.1	8.3	-	-	
Wooded Pasture	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	6.2	1.0	1.8	5.0	3.8	3.8	-	-	
Urbanized Area	0.6	0.6	0.4	0.2	.2	0.7	0.6	0.9	0.2	0.7	0.5	0.1	0.09	0.9	0.8	0.3	3.1	1.7	1.9	8.0	3.9	5.7	0.01	-	
Unproductive Land	5.9	10.5	17.1	18.1	12.6	7.0	5.3	6.6	3.8	9.2	3.5	10.8	6.5	9.5	6.8	8.3	6.7	7.6	5.5	3.9	4.0	2.6	50.5	93.0	
Inland Water	11.0	5.3	6.9	3.5	7.8	18.2	8.2	11.1	7.6	9.1	7.4	9.6	7.1	18.9	24.9	16.8	2.9	5.8	7.8	7.9	1.3	1.4	7.1	2.0	
PERCENTAGE OF PROVINCIAL TOTAL																									
Productive Forest	1.1	1.1	2.3	3.3	2.6	3.2	1.0	1.2	1.6	1.5	1.9	1.4	1.4	1.3	2.1	4.6	0.2	0.9	0.6	0.3	0.3	0.1	7.2	2.1	43.2
Agricultural Land	0.06	0.07	0.03	0.02	-	.04	0.1	0.1	-	0.05	0.05	-	0.002	.05	0.01	0.0008	1.0	0.6	0.6	0.8	1.8	1.4	-	-	6.7
Dev. Agr. Land	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Grass and Meadows	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Wooded Pasture	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Urbanized Area	0.008	0.008	0.01	0.008	0.006	0.03	0.008	0.01	0.004	0.01	0.01	0.002	0.001	0.01	0.02	0.02	0.04	0.03	0.02	0.1	0.08	0.09	0.002	-	.5
Unproductive Land	0.08	0.1	0.5	0.8	0.4	0.3	0.07	0.2	0.07	0.2	0.08	0.2	0.1	0.2	0.2	0.5	6.09	0.1	0.07	0.05	0.09	0.04	8.6	26.5	39.3
Inland Water	0.2	0.07	0.2	0.2	0.3	0.8	0.1	0.2	0.1	0.2	0.2	0.2	0.1	0.3	0.8	1.0	0.04	0.1	0.1	0.1	0.03	0.02	1.2	2.5	9.0





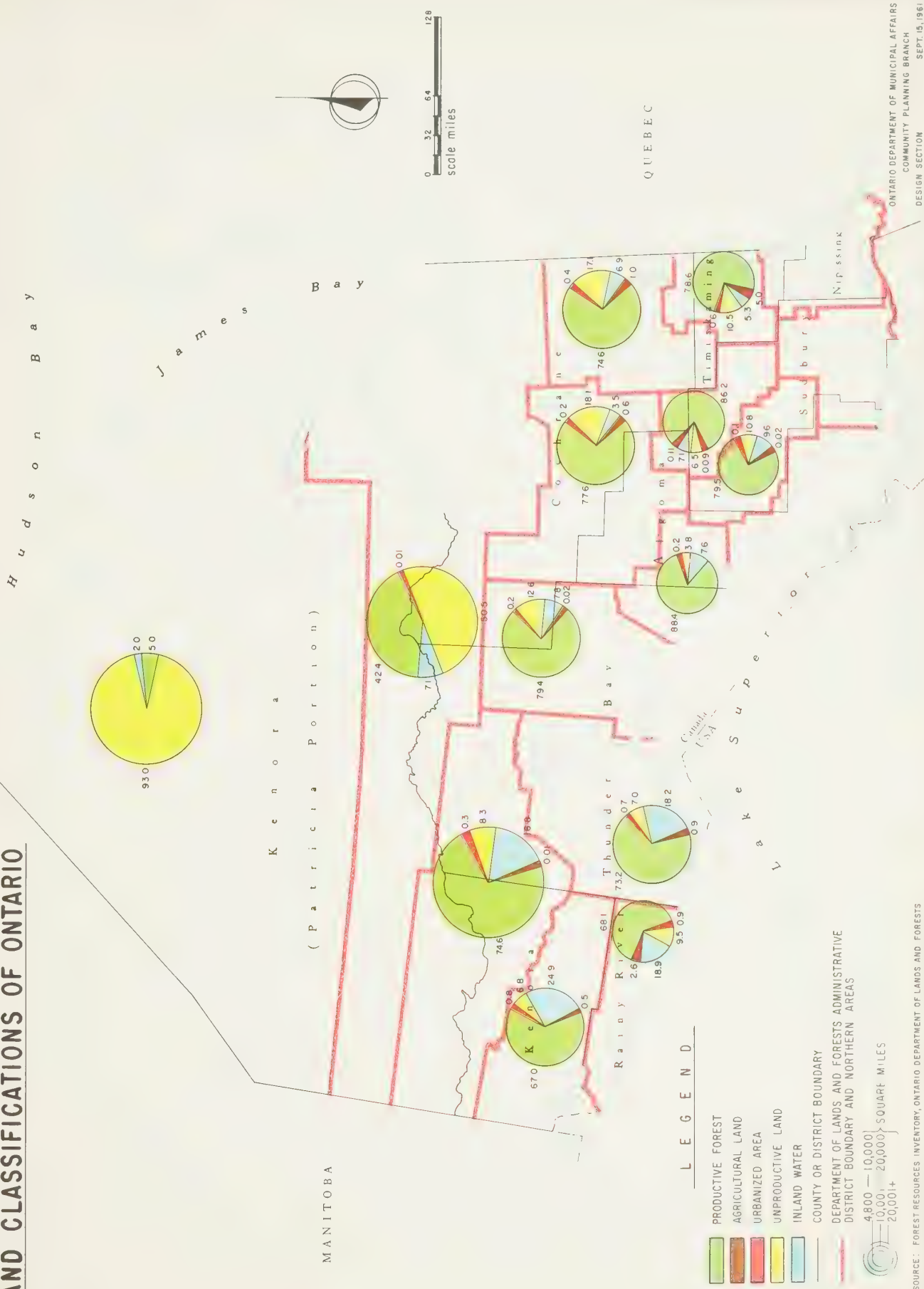
# MAP I LAND CLASSIFICATIONS OF ONTARIO



DATA SOURCE: FOREST RESOURCES INVENTORY, ONTARIO DEPARTMENT OF LANDS AND FORESTS



# LAND CLASSIFICATIONS OF ONTARIO







## ONTARIO COURT CASES OF INTEREST TO PLANNERS

Please consult the Ontario Weekly Notes or the Ontario Reports for the full descriptions of each case.

- (1) March 7, 1961      1961 O.R. 377  
Woods v. Assessment Commissioner for the Municipality of  
Metropolitan Toronto

Court of Appeal

Taxes - Assessment of farm lands - It is an error to increase the assessment of farm lands by reason of their proximity to lands held for speculative purposes

- (2) March 22, 1961      1961 O.R. 413  
O'Sullivan Funeral Home Ltd. v. Corporation of City of  
Sault Ste. Marie and Evans

High Court of Justice

Planning Legislation - Restrictive by-law - existing non-conforming use as funeral parlour - Right to alter and adapt whole building for non-conforming use - Temporary interruption of use after by-law passed

- (3) May 9, 1961      1961 O.R. 474  
Re McIntosh Investments Ltd. et al

Court of Appeal

Planning Legislation - Whether amendment of statute qualifies operation of existing section - Reference to Municipal Board of conditions imposed in respect of plan of subdivision - whether reference may be made by Minister or only owner and municipality

- (4) May 19, 1961      1961 O.W.N. 239  
Re Dawnburt and Landon

High Court of Justice

Municipal Law - Building permit - Mandamus - unzoned land - No decision as to zoning

## URBAN RENEWAL

### WHERE IT IS NEEDED - HOW IT IS HANDLED AND WHAT IT CAN DO

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(The substance of a presentation in a workshop on this subject at the Sixty-Third Annual Convention of the Ontario Municipal Association at Windsor on the 28th August, 1961, by A.L.S. Nash, Director of the Community Planning Branch of the Ontario Department of Municipal Affairs)

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While Urban Renewal is no longer a new term - in fact it is almost fashionable these days "to do Urban Renewal" - it will be profitable to reassess what is happening in this field and its relationship to the day to day planning and administrative operations at the municipal level.

Normal day to day renewal takes place without direct municipal or government initiative. On the other hand, there are some circumstances in which public interest may warrant municipal initiation and may include a public contribution toward the cost. Obviously, the need for this type of action must be clearly determined by careful planning studies.

Recognition of the important role that Urban Renewal would play in the maintenance and development of Ontario communities was granted in The Planning Act as early as 1952 when what is now known as section 20 was introduced. The provisions of section 20 outline the powers a municipality may use to undertake a variety of renewal programs. Amendments from time to time broadened the section to include all of the activities now associated with Urban Renewal.

Further recognition of the importance of Urban Renewal has been granted at the Federal level through the National Housing Act, 1954, where provisions are made for assisting municipalities in undertaking careful planning studies relating to Urban Renewal programs. The Planning Act, through section 21, gives Provincial approval to municipalities to take advantage of the National Housing Act assistance.

In 1957, as Urban Renewal interest increased, the Community Planning Branch prepared and published a short, simple-written booklet entitled "Urban Renewal Notes". This booklet was designed to keep municipal officials advised of trends and procedures and stressed the importance of retaining and incorporating those activities encompassed by Urban Renewal within the broader pattern of the official plan. After more than four years of use and some 600 copies of the publication, it is evident, from the manner in which projects have been carried out or are being initiated, that it is serving its intended purpose.

Because of its early association with slum clearance and public housing which have

been generally carried out as redevelopment projects, there has been a strong tendency to think of Urban Renewal as being limited to this type of program exclusively, whereas it may, in fact, include industrial and commercial developments and projects for any public or institutional purpose. It is to offset this tendency and to emphasize the broad, preventive aspects of renewal that every effort has been made in this booklet, "Urban Renewal Notes", to relate the various activities and programs labelled "urban development" and to show how they all stem from community planning. Unless there is a definite working relationship between "doing" and "planning to do" in the broader sense, Urban Renewal may become nothing more than a mid-twentieth century catch word.

The need for Urban Renewal is obvious in all our older areas, provided that it is thought of as a well-rounded plan and program of public and private enterprise rather than narrowly conceived as a "crash program".

It is in the older and larger communities that did not enjoy the benefits of good planning and workable development controls that the problem is most acute and in such municipalities there may be a need, in the public interest, for the complete razing, replanning and rebuilding, by the municipality, of some obsolete and worn-out areas; but this is a costly business, and it may be beyond the financial resources of the municipalities and the senior levels of government to apply this method to more than a limited number of areas. Surely, then, these areas must be chosen with great care and carried out in conjunction with other renewal activities, as a part of an overall program of conservation and rehabilitation over a somewhat larger area or neighbourhood, so that the effect will be to stimulate normal private renewal of the whole neighbourhood and so obtain the maximum benefit for public moneys expended.

The first and essential prerequisite to successful urban renewal is that there shall be thorough study of all of the factors affecting the development, not only of the immediate area but of the overall community. This means an official plan of the whole community based on a complete study of the physical, economic and social factors affecting its development, supplemented by more detailed studies of the renewal area. Without this background, it will be impossible to determine the appropriate new use of the area or to assess the dynamics of the situation as to the probable effect of the proposed action.

The correctness and adequacy of the plan having been determined, there then must be the maximum of mutual understanding and co-operation between all of the levels of government in the execution of the project, whether it is limited or covering a comprehensive program.

## **O.A.C. OFFERS COURSES RELATED TO PLANNING**

The Ontario Agricultural College at Guelph, Ontario is offering several correspondence courses which have subject matter related to the planning field. In two courses, Landscape Contracting and Parks Management, the following subjects are offered in the second year:



- elementary land surveying and levelling,
- parks and playground planning,
- elementary building construction,
- draftsmanship and basic design, and
- design for industrial sites and subdivision development.

The above subjects may be taken in two ways: either to enrol in one of the above three year correspondence courses or to take an individual subject by correspondence.

For the 3 year diploma course two schedules are in force:

- from March 1 to January 3, with the month of July as a holiday;
- or from September 1 to January 3.

Applications for both these schedules are accepted up to opening day.

The total fee for these three-year courses is \$441.00 which is to be paid in three installments of \$147.00 each at the time of annual registration.

The Ontario Diploma in Horticulture will be awarded upon successful completion of the course.

Individual subjects may be taken without enrolling in a diploma course. In this case, each subject will be taken at the time it is scheduled for the regular course.

A charge of \$35.00 a subject will be made.

Additional information on these courses and other correspondence courses may be obtained by writing to:

Department of Extension Division,  
Ontario Agricultural College,  
Guelph, Ontario.

## 1961 CENSUS OF CANADA - POPULATION DATA

The last issue of ONTARIO PLANNING carried the results of a summary of three preliminary releases of the Census of Canada as it affects Ontario. Another two, the last of the preliminary results, are now available from the Dominion Bureau of Statistics and contain the first results of the June 1961 Census for a further

351 Ontario municipalities. These two pamphlets are summarized in Table I. This Table confirms the trend evident in the first three releases that the smaller centres are the ones losing population whereas the most dynamic growth is in the group between 3,000 and 500,000. All five releases are summarized in Table II.

Table I

Population Group	No. of Municipalities	Change Since 1956	
		No. Increasing	No. Decreasing
over 500,000	1	0	1
10,000 - 500,000	48	47	1
3,000 - 10,000	98	83	15
1,000 - 3,000	142	108	34
below 1,000	62	28	34
Totals	351	266	85

Table II

Population Group	No. of Municipalities	Change Since 1956	
		No. Increasing	No. Decreasing
over - 500,000	1	0	1
10,000 - 500,000	80	78	2
3,000 - 10,000	206	176	30
1,000 - 3,000	385	292	93
below 1,000	264	139	125
Totals	936	685	251

All seven Metropolitan Areas in Ontario had increases ranging from under 3 per cent to over 21 reflecting numerical growth of approximately 5,000 to almost 300,000. All 1961 data is expected to be within 1% of the final figure.

Table III

<u>Metropolitan Areas</u>	<u>1961</u>	<u>1956</u>	<u>Gain</u>	<u>Increase %</u>
Toronto	1,798,491	1,502,253*	296,238	19.7
Ottawa	418,399	345,460	72,939	21.1
Hamilton	391,007	338,294*	52,713	15.6
Windsor	191,237	185,865	5,372	2.9
London	178,409	154,453	23,956	15.5
Kitchener	153,512	128,722*	24,790	19.3
Sudbury	109,397	97,945*	11,452	11.8
<u>Totals</u>	3,240,452	2,752,992	487,460	17.7
*1956 census figures have in the above table been altered to coincide with the 1961 Census Area.				

### SELECTION OF PUBLICATIONS AVAILABLE FROM BRANCH

- Planning Surveys - 36 pages - June 1960 - This publication is a collection of articles on planning surveys which appeared in ONTARIO PLANNING over the past few years.
- Theses Related to Community Planning in Ontario - 36 pages - May 1961 (A list)
- A Better Place to Live - Second Interim Report - for the Provinces of Canada, other than Ontario. A Study on Minimum Standards of Occupancy and Maintenance of Dwellings - 128 pages - May 1961

- Housing Code Programs - A Summary of Experience of Selected American Communities
- 66 pages - June 1961 - This is a supplementary report to a Minimum Standards of Occupancy and Maintenance of Dwellings Study
- Urban Renewal Notes - August 1961- 65 pages - This is a revision of an earlier publication on this subject
- Directory of Planning Areas and Planning Boards and Committees of Adjustment in Ontario - 91 pages - January 1961

## BRIEFLY NOTED

- On July 20th, 1961, the Minister altered the boundaries of the Niagara Falls and Suburban Planning Area to include the remaining part of the Township of Willoughby. The joint planning area now includes the whole of the City of Niagara Falls, the Village of Chippawa, and the Townships of Stamford and Willoughby.



Comprehensive official plan amendments are anticipated in conjunction with the completion of transportation and urban renewal studies in the planning area.

The transportation study is being carried out with the approval and financial assistance from the Ontario Department of Highways. The firm of H.G. Acres and Co. have been employed to do this project.

The urban renewal study is being carried out with the approval of the Minister of Municipal Affairs under section 21 of The Planning Act and with the approval and financial assistance of the Federal Department of Public Works under section 33(1) h and section 23 of the National Housing Act, 1954. Professors Georges Potvin and James Murray have been employed to carry out this study.









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ONTARIO PLANNING  
" NEWSLETTER

# ONTARIO PLANNING

Vol. 8, No. 8, November - December 1961



ONTARIO

DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. FRED M. CASS, Q.C. MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## NEW MINISTER OF MUNICIPAL AFFAIRS

On November 9, 1961, the Honourable F.M. Cass, Q.C., became Minister of Municipal Affairs. He was first elected to the Ontario Legislature in 1955 as Member for Grenville-Dundas and entered the Cabinet on April 28, 1958, as Minister of Highways. The Honourable W.K. Warrender, Q.C., formerly Minister of Municipal Affairs, is now Minister of Labour.

The following is a statement issued by the Hon. Mr. Cass to the readers of ONTARIO PLANNING.



.....

I am pleased to have this opportunity through ONTARIO PLANNING of greeting members of the municipal councils, planning boards, committees of adjustment, municipal and planning staffs and others interested in community planning in Ontario.

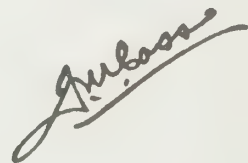
Those communities which are engaged in active, comprehensive and intelligent programmes of planning are to be commended for the work they are doing. I shall watch their progress with keen interest. I urge those communities that have not yet fully assumed their important responsibilities in planning to lose no time in setting up the necessary organization and procedures. Most of us are aware of the undesirable results of failure to plan or of inadequate planning. Unless they carry out effective planning programmes, communities cannot be satisfied that they are fulfilling their obligations towards building better for the future and guarding against the emergence of undesirable conditions.

The services of the Community Planning Branch are available to every community which is about to initiate a planning programme or which wishes to improve its present programme. We also welcome the opportunity to have local authorities and boards consult with members of our staff on the problems of day to day planning operations.

The detailed planning of each community, of course, must be carried out by the people of the community under the direction of the local planning authority. It is our hope and experience that in consultation with the Branch, local authorities may be assisted in development of plans and works within established Provincial Government Policy and integrated with the most desirable over-all pattern of development of the larger regional community of which every local area forms a part.

I am looking forward to a happy association in the coming years with all those active or interested in community planning in this Province, whether they act in a public or a private capacity. I know that, working together, we can do much to improve the quality of our older communities and to ensure high quality in new developments

I wish you the Compliments of the Season.

A handwritten signature in dark ink, appearing to read "J. G. L. S. S.", with a long, sweeping underline.

## REALISM IN COMMUNITY DEVELOPMENT

Excerpts from a speech given by Dennis O'Harrow, Executive Director, American Society of Planning Officials, at the Second Annual Community Development Conference, Ohio State University, Columbus, Ohio, November 4, 1960, which is reprinted from the New York State Planning News, March - April 1961.

"In selecting the title for this speech, I quickly thought of the first thing about community development - about the reports that community development groups issue - that always disturbed me. It was a rather simple thing, maybe not worth bothering about, but to me it was a sign that people were fooling themselves, that they were being unrealistic about their community.

"The thing that disturbs me is the ever-present diagram, a kind of bull's eye used to prove that "Fifty million people live within 500 miles of Podunk." The concentric circles often converge on a symbolic heart: "Podunk is the Heart of America!"

"Because Podunk is the Heart of America and 50,000,000 souls are to be found within 500 miles of it, all blue-chip industries certainly drop everything and make a beeline for Podunk, to vie with each other for land for a new branch factory.

"Only - it just doesn't happen that way. I have never really worked it out, but I have a feeling there are few places in this country from which you could not cast a net 1,000 miles in diameter and pick up 50,000,000 people. So what has Podunk got that other towns haven't got?

"Not to labor the point, but two of the most disadvantaged cities, as to location, in the continental United States are Miami and San Diego, at two corners of the nation. By strange coincidence, these are also the two most rapidly growing major metropolitan areas in the nation.

"And the most depressed cities in the United States are found in the Middle Atlantic area, cities that could pick up 50,000,000 or more people within 100 miles of the city limits. But in these cities each year the population gets lower, the unemployment rolls get longer, the economic base gets thinner and thinner. In the words of the beatniks, they are sick, sick, sick!

"A few years ago, one of the big industries sought a location for a new factory. The experts carefully studied the market the factory would be built to serve. The dead center of that market area came out to be in Southern Indiana, probably about where the center of population in the United States was. They set out to pick a city near this spot as the site for the new plan.

"Six months later the management selected the city and announced the choice. The name of the Indiana city? Fort Smith, Arkansas --- some four or five hundred miles beyond the Indiana borders. So much for bull's eyes and the Heart of America!



"The first rule to assure realism in community development, then, is not to kid yourself. Don't try to pretend that your community has unique advantages when those same advantages are shared by 5,000 other communities.

"A case in point is the number of zoning ordinances that provide zones for steel mills. The community establishes a 10-acre industrial district and carefully words the ordinance so as to permit steel mills in this district. When you learn that the minimum area required for a modern steel mill is on the order of six square miles, 3,800 acres or more, it becomes less than realistic to think that anyone will build a steel mill on a 10-acre patch of land.

"The greatest danger in this fairy tale approach to community development is not in the direct harm it does, which is primarily to make the community promoters look like naive school boys. The real danger is that the community will be so hypnotized by its own Madison Avenue palaver, it will fail to do the things that it can and must do to improve itself. I assume that is the object of community development, to improve the community.

"I think that the first rule --- don't fool yourself --- may be basically the theme of all my remarks. After all, people are non-realistic because they are fooling themselves into thinking that their proposals are feasible, are in line with the realities of the times.

"My second point is to suggest a realistic approach to money, to the cost of doing the things necessary for community development.

"To come straight to the point: the expenditures of government, all governments, are on a long term rise and there is absolutely no chance of these expenditures leveling off or declining, except for the briefest periods and on rare occasions. And as we all know, government expenditures are financed in only one way, through taxation. (They can be financed to some extent through inflation, but this is just another form of taxation). If expenditures rise, taxes must rise. It is as simple as that.

"Take highways for example. When I first got out of school, I went to work for the state highway department. At that time the most expensive state highway cost about \$75,000 a mile to build. We built many miles for two-thirds of that figure or less.

"A couple of months ago I drove up through Michigan on a highway that was just being polished off. One sign along the road stated proudly "This project is part of your Michigan program to improve highways. Four and one-half miles - cost \$3,000,000 dollars." Another sign "5½ miles - \$9,300,000." And so it went \$750,000; \$1,000,000; \$2,000,000; \$5,000,000 for a single mile of highway.

"Certainly the roads of my youth cannot compare with a modern road. Today's highway is wider and thicker and has separate lanes and is built for 70 miles per hour and is infinitely less dangerous and carries 50 or 100 times as much traffic and has no intersections and no sharp curves and winds through a wide, beautifully landscaped right-of-way. Maybe as a crowning glory, it has no billboards!

"Does anyone want to go back to the old days? Of course not! Is this the doing of a political party? Again, of course not! These are the kinds of roads people want and can afford to pay for. We would have had them regardless of which party was in power.

"We shall have other things that we want in ever-increasing quantity and in ever-improving quality, other governmental works and services, whether the administration is Democratic, Republican, Whig, Tory, Prohibitionist, or Vegetarian.

"Our expenditures on education have just begun. Our expenditures on regional development have not even started. We can easily absorb two or more times the present governmental services in health. Expenditures in urban renewal are only the first few drops in the bucket. And think of the amounts we shall spend on care and facilities for the aging!

"Please remember that I do not plead for more governmental expenditures. Nor do I inveigh against them. I just state that they are inevitable.

"Scale down grand national and state programs of governmental expenditure to your own community. You whistle in the dark if you do not face that situation realistically also. If you want the kind of community I think you want, it will cost you more in taxes. More money for schools and teacher's salaries, more money for sewers, fire protection and police, health services and dog catchers. I want to say more about this later but my point at the moment is money --- tax money.

"Let's be honest about this. There is precious little in this world that is free, and what little there is doesn't help much to develop communities. If, for example, you think that air is free, try to reclaim it back from the smog. I am sure you know that federal and state grants to communities are not really free. You pay for them in taxes on income and liquor and tobacco and gasoline, and in excise taxes and sales taxes, and in increased cost of the things that you buy because the merchant and the manufacturer pay inventory tax and property tax and excess profit tax and so on and on and on.

"Of course, if you brood on all these things you can work yourself up into a grand state of misery. But if you compare your own standards of living with any other in the world, or your standards today with those of your father and your grandfather, you can get out of that misery in no time. I advise the latter course because, as I say, it is the realistic way to look at it - and besides, you can't possibly reverse that trend.

"But I am not quite through with this money angle on the cost of getting things done.

"The truth about community development is that only part of the cost, and the smaller part, will come from governmental expenditures. The larger part must come from private sources. Perhaps I should drop the word "cost" and substitute "investment." We are inclined to think of those things paid out of taxes as costs, as money gone forever. If we stop and think a second, we'd know this is not true. A school building is an investment, a street is an investment, a sewage treatment plant or a water supply extension is an investment. Its value is reflected in an increased value in our house, our store, our factory, by increased value in the things we purchase with our personal income.

"The public investment in community development will be only about 25 per cent of the total investment. This is a flexible figure and will vary in each community.

"I checked into one large community renewal project in Chicago. The total expenditure by city, state, and federal government in this area will be \$13,000,000. The scheduled private investment in the same area will be \$40,000,000. There is no way of estimating the unscheduled investments that are certain to take place because of the radical upgrading of the area. But as of this date, at least \$10,000,000 in improvements and new buildings, not in the original plan, have been started or announced since the project got under way.

"To be realistic in any plan for community development, you must recognize that substantial private investment is required. To use a crude phrase: the people of the community must be able --- and willing --- to put their money where their mouth is. Do not forget either of those two requirements. They must be able to invest, there must be private money available for investment. They must be willing to invest, which is usually the more difficult requirement.

"Community development requires great quantities of faith on the part of the citizen, and part of that faith must be translated into dollars and cents. Pretty reports and pious wishes are worthless substitutes.

"Perhaps the greatest deviation from reality affecting community development efforts is in the image they have of their present city, and of their future city, if they honestly want to improve it. The citizens are apt to aim too low and to aim at the wrong things. This can be illustrated by the quite common worship of low taxes (back to money again)!

"There are two principal causes of excessively low local taxes, and neither of them is desirable. One situation making for low taxes occurs in a town that is dominated by one giant industry. In general, industries require less in services than they return in taxes. This is one reason industry is so attractive to Chambers of Commerce and community development groups. But when a city is dominated by a single large industry it is most vulnerable. Recessions, shutdowns, strikes, technological changes --- the city's breath depends on the smoke from that single chimney, the city's heart beats with the regular opening and closing of that single door. I am sure there are a number of persons here who will testify that they would gladly exchange the low municipal costs of the single-industry town for higher taxes and a more diversified economic base.

"The second and more common reason for excessively low local taxes is that the community has let itself get into a rundown condition. In their obsession to keep taxes down, the city fathers, aided and abetted by the voters, have reduced maintenance to the minimum, or below. They have avoided all such frills, as parks, a new city hall, adequate schools, sewage treatment, garbage incineration, up-to-date fire equipment, modern hospitals, and such folderol.

"Looking at the other side of the community development budget, the citizens, the banks, and the businessmen have also avoided expenditures on modern stores, decent churches, housing improvement, private rebuilding and redevelopment.



"If you live in one of these communities and want to get it straight from the horse's mouth, just invite in an industrial location specialist from a good corporation.

"The first thing he will tell you is that he is not really interested in low taxes; after all, local taxes are only a small part of the cost of doing business. When he looks around your city, at your streets and your utilities and your public buildings, he knows very well that one of these days your community, like the one-horse shay, is going to collapse completely. Or to prevent it from disintegrating, you are going to have to slap on a whale of a big tax to take care of all the things you should have been doing for the past fifty years. He is not about to expose his company to either situation.

"Then the industrial location man is also going to say to the low tax city, and to any number of other cities that haven't really neglected maintenance but just haven't waked up yet: Look, we can only operate in a city in which we can induce our employees to live, particularly our managers and executives and researchers and top skilled workers. That kind of city is one that has first class facilities for living, which you do not have. That kind of city can show us that it is equipped and willing to maintain and continually improve these facilities. By facilities I mean not only those that are the responsibility of government, such as water supply, sewage treatment, streets, schools, parks, police and fire protection. I mean also those facilities that are the joint responsibility of government and the citizens, such as hospitals, welfare services, and youth programs. In particular I mean one facility that is solely the responsibility of the citizens --- good government and good government officials.

"If your image of the city you want is one that is cheap to live in, then be realistic about it. You will get just that, a cheap city, in the worst sense of the word. But don't expect to get any research labs or electronic equipment plants or the home office of any national insurance companies.

"I spoke earlier of the rising line of governmental expenditures. There is a parallel rising line in the standards and demands --- and ability to pay --- of America's people. There is also a rising line in the education and skills and tastes of Americans.

"The vanishing American of today is the unskilled, uneducated worker. Tomorrow's worker will demand the best living environment that can be produced and the community that fails to give it to him is the community he doesn't want any part of.

"If any of you has ever visited one of the wartime atomic energy cities, you will have seen the quality of city facilities and housing and particularly, the quality of schools, that the Federal government found necessary to build if the scientists were to be kept on the job.

"Making your city attractive and modern in order to induce modern Americans to live in it is only part of the objective. I know that more important to you is to make your city attractive enough, both physically and economically, for your own children to stay in or to come back to. There must be good employment opportunities. There must be a good living environment.



"Everything that I said about getting people to come to a city applies equally to developing your community so that people will stay. After all, the newcomers are just kids like your own, born and brought up in another city, just like your own. If your community is unattractive to those kids from other cities it will be just as unattractive to your own kids.

". . . the community that plans only for today or for yesterday is the community that has already started backwards. If your ideals are too high, certainly, they will not be accepted and nothing will happen, maybe you can try again in five years or so. But if your ideals are too low, they are quite likely to be reached, but you will find yourself, in five years or so, completely out of date, and entombed in a community pattern that you can't get out of.

"Realism in community development does not mean freezing the status quo, nor trying to perpetuate a technical and intellectual and social pattern that was suitable for your parents and grandparents. It means recognizing that this is an age of change: change in technology, change in human beings, and change in living standards.

"From this follows the other points I have mentioned. Community development costs money, it costs government money and its costs private money. Only with a wholehearted and generous mixture of both will it succeed. Recognize this.

"Human needs today are not the same as they were when I was a child nor when my father was a child, and we are not going back to those days. The business axiom that says: "If you want to succeed, you must give the customer what she wants" --- this also applies to community development. It is most unrealistic to ignore it.

"Finally, don't be afraid of walking into the future. Design your community for the facts of life, for change, advance, growth, improvement.

"Design your community for tomorrow. Because the only thing deader than yesterday's newspaper is yesterday's city. That is what I call being realistic in developing your community."

(Note: Emphasis in underlining certain parts of article are our own.)

## ONTARIO COURT CASE OF INTEREST TO PLANNERS

June 21, 1961 - Willow Range Investments Ltd. v. Falkirk Construction Ltd.

Court of Appeal

Planning Legislation - Agreement in contemplation of compliance with Planning Act (Ont.) - Effect of s.26 on validity of agreement.

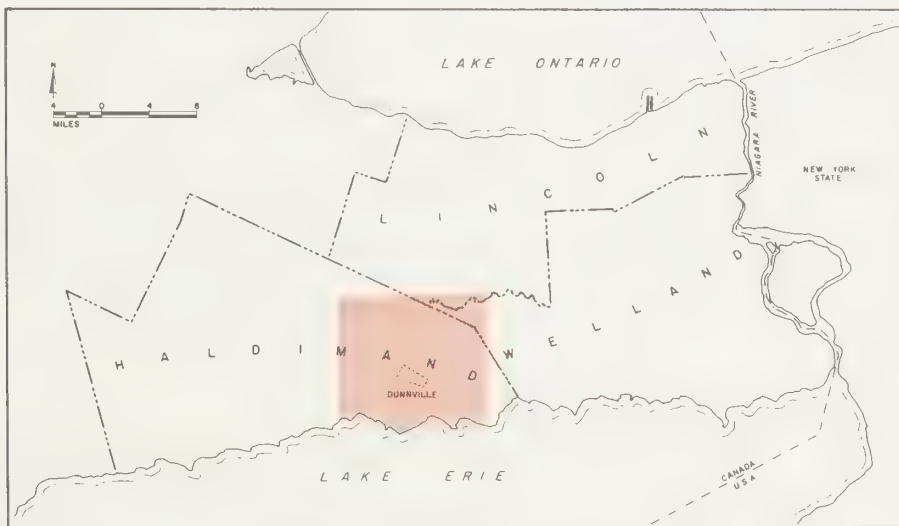
## 1961 Ontario Reports 671

("Section 26 of the Planning Act, R.S.O. 1960, c. 296 does not impose an absolute prohibition upon the making of a contract for the sale and purchase of land caught by its terms, and it is lawful to make a contract in contemplation of compliance with the Act, e.g., by requiring consent of the Planning Board to a conveyance or agreement which, when obtained pursuant to s. 26 (3), constitutes an exception to the prohibition in s. 26 (1).

[Trusteel Corp. (Can.) Ltd. v. Queensway Construction Ltd., 22 Dominion Law Reports (D.L.R.) (2d) folld; Denning v. Edwards, (1961). A.C. 245, refd. to]

## NEW LAND-USE MAPPING SERIES

The Geographical Branch, Department of Mines and Technical Surveys, Ottawa, have recently released the Dunnville Land-Use Map 30 L/13, scale 1:50,000, (1 inch equals 4,170 feet). This map was prepared by the Federal Department of Mines and Surveys with the assistance of this Department. This is one of the results of the study on the Niagara area (which consists of: - the Counties of Lincoln, Haldimand and Welland) that we undertook in 1958, and is the first land-use map to be published at this scale in Canada. The Branch has distributed one copy of this map to all municipalities and planning boards in the area covered by the map.



It is expected that this map showing Dunnville and surrounding area will be followed shortly by other similar maps of adjoining areas.

These land-use maps, prepared on the basis of field studies, should be of significant value in many fields of endeavor, perhaps being of particular interest to the various planning authorities in the area.

Additional copies of this map are available from the Department of Mines and Technical Surveys, Geographical Branch, 601 Booth Street, Ottawa, at 25¢ a copy.

The Geographical Branch have recently released a publication on this same subject, namely, Geographical Paper Number 31, "Canadian Land-Use Mapping". This paper may be obtained from the Geographical Branch at a nominal charge of 75¢ a copy.

The preface states that the paper provides a brief description of the background and purpose of the land-use mapping program of the Geographical Branch. It gives the reasons for the selection of various map scales and outlines the time, methods and procedures involved in mapping the land-use data. The paper is intended to serve as a handbook to be used in conjunction with the land-use maps as they are published.

Three maps are included in the map pocket of this paper: - the Dunnville Land-Use Map mentioned above, a part of the Welland and Brantford land-use sheets, and a copy of the land-use map for Southern Ontario. This last mentioned map is at a scale of 1" = 15.7 miles and was issued in 1960 for inclusion in the Atlas of Canada.

## ONTARIO BUILDING OFFICIALS ASSOCIATION

The Association held its sixth annual conference at Hamilton on October 19-20, 1961. In addition to business sessions, papers were presented about new building materials, urban renewal, fallout shelters, construction safety and The National Building Code.

A program of activities for 1962 was mapped out at the conference. Municipal building officials who are not yet members may obtain details of this program by writing to Mr. E.C. Law, Secretary-Treasurer, O.B.O.A., Toronto Township Municipal Offices, Cooksville, Ontario. The Association's program may be especially helpful to those building inspectors whose work gives them little contact with other officials dealing with similar problems. Lectures and workshops are planned on various phases of field inspection and the administration of building and zoning by-laws.

## BOOK REVIEW

### HISTORIC TREND and FORECAST of MOTOR VEHICLE TRAVEL in the PROVINCE of ONTARIO

- September 1961, 23 pages, tables & charts
- Ontario Department of Highways, Planning Division,  
Queen's Park, Toronto, Ontario.

This is the third in a series of periodic surveys of traffic growth in Ontario. It supersedes the previous reports.

The report contains predicted trends in population, motor vehicle registration, density of motor-vehicle ownership motor fuel consumption and growth in motor-vehicle travel for 20 years ahead.

This report is intended to serve as a guide for persons concerned directly or indirectly in planning, especially as it involves highway transportation.

A summary of final results of this study follows:

"These are the forecasts for 1979:

"Population - 9,630,000, a gain of 62 per cent or a rate of increase of 1.62 times over 5,952,000 people in 1959.

"Vehicles - 4,015,000 motor vehicles (passenger cars and commercial vehicles), a growth of 105 per cent or a rate of increase of 2.04 times over the 1,963,000 registered in 1959.

"Ownership - 2.4 people per motor vehicle in 1979 as compared to 3.0 people per motor vehicle in 1959. This may be expressed as

41.7 motor vehicles per 100 persons, a rise of 26 per cent or a rate of increase of 1.26 times over the 33.0 motor vehicles per 100 people in 1959.

"Taxable gasoline consumption - 2,428,000,000 imperial gallons of gasoline, an advancement of 108.70 per cent or a rate of increase of 2.09 times over the 1,163,393,000 imperial gallons of gasoline consumed in 1959.

"Vehicle travel - 10,263 vehicle-miles annually by the average motor vehicle, a 9 per cent gain or a rate of increase of 1.09 over the 9,421 vehicle-miles, the 1959 average.

"Total travel - the estimates for 1979 produce a forecast of 41.2 billion vehicle-miles of travel in Ontario. This is an increase of 123 per cent over the total of 18.5 billion miles for all vehicles in 1959. This provides a 20-year growth factor of 2.23."

## BRIEFLY NOTED

### . . . PLANNING AREAS

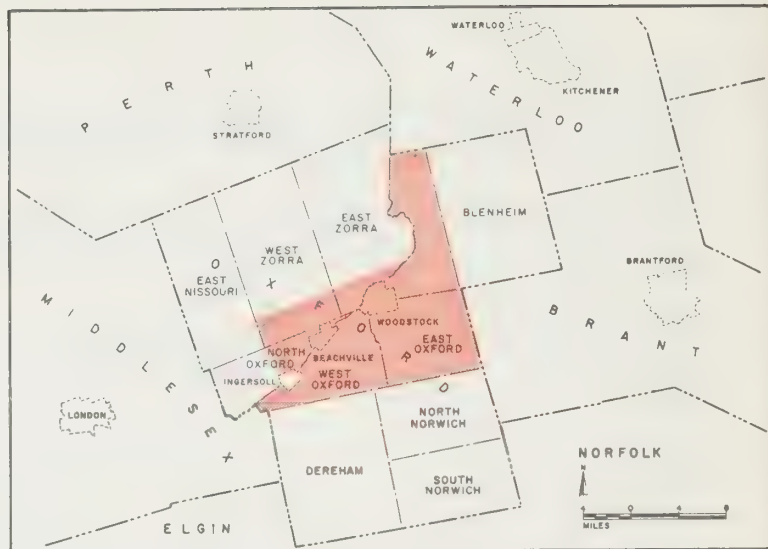
On September 29th, 1961, the Minister altered the boundaries of the Woodstock and Suburban Planning Area to include the remaining part of the Township of West Oxford. The Woodstock and Suburban Planning Area now consists of the whole of the City of Woodstock, the Townships of Blandford, East Oxford and West Oxford and part of the Townships of West Zorra, East Zorra and North Oxford.



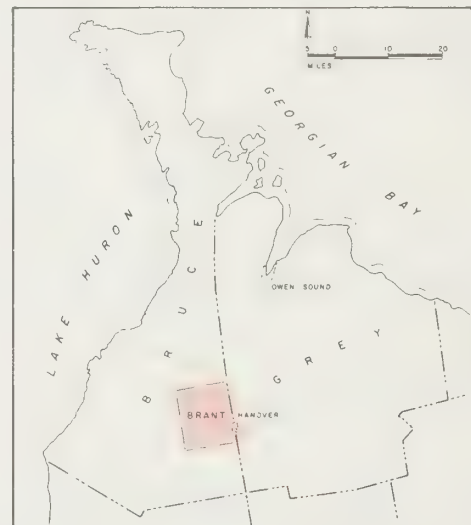
During 1960 and 1961, the Woodstock and Suburban Planning Board has been engaged in the preparation of its official plan. The firm of Municipal Planning Consultants, Toronto, have been employed to do this project.

Three other planning studies are now in progress:

- The firm of Proctor and Redfern, Toronto, consulting engineers are conducting an annexation or boundary study and a civic centre study for the City of Woodstock.
- The firm of M.M. Dillon Co. Ltd., Toronto, traffic consultants have been hired to undertake a traffic study of Woodstock; 75% of the cost of this study will be borne by the Ontario Department of Highways.



On October 26, 1961, the Minister defined the Township of Brant as a subsidiary planning area within the Hanover and Suburban Planning Area.



### ... PLANNING STAFF

William E. Thomson was recently appointed to the position of planning director for the City of Kitchener. He will head the new city planning department and will work closely with the planning board. Previously, planning was handled as part of the engineering department. Mr. Thomson is a graduate of McMaster University, Hamilton, and has his master's degree in urban geography from the University of Indiana. He is now working on his doctorate degree with the University of Chicago.

Mr. Thomson was previously employed by the Community Planning Branch, Department of Planning and Development, and latterly as planning director and secretary-treasurer of the Burlington and Suburban Planning Board.

Mr. J.A. Halliwell, planning and zoning administrator, City of Kitchener, will now become assistant director of planning.

F. Harold Deeks was appointed on November 1st to the position of planning director for the Town of Richmond Hill. For the last seven years he has been with the Community Planning Branch in the Design Section, Area Studies Group, and on special projects. Since 1958, Mr. Deeks has been Section Head of the Design Section. Mr. Deeks helped design the townsite of Manitouwadge, a mining community, in 1954, and was loaned to the improvement district of Manitouwadge as project planner until the municipal staff took over in 1956. Mr. Deeks holds the degree of Master of Architecture (Community Planning) from the University of Manitoba and received his earlier architectural experience in Winnipeg, Regina, Sault Ste. Marie and Toronto.

David Williams has recently been appointed planning director for the Township of Toronto Planning Board. He was born in Manchester, England and graduated from Manchester University in 1955 with a degree in town and country planning. He worked with the Lancashire County Council until January, 1958, when he came to Canada and was employed with the Township of Toronto Planning Board as senior planner. In August, 1960, he joined the City of Toronto Planning Board staff as director, Current Operations Division.

John Wright, presently with the Long Range Division of the City of Toronto Planning Board staff, will now be director of the Current Operations Division.

### **. . . OFFICIAL PLANS**

As of October 31st, 1961, all municipalities in Ontario over 30,000 population had an official plan, except for the Township of York. 80% of the municipalities from 10,000 to 30,000 population and 30% of the municipalities in the 5,000 to 10,000 grouping had official plan coverage. There are 131 official plans in effect in Ontario at present.









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ONTARIO PLANNING  
NEWSLETTER

# ONTARIO PLANNING

Vol. 9, No.2, February 1962



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. FRED M. CASS, O.C. MINISTER  
L.R. CUMMING O.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## **PURCHASING PARK LANDS FROM FIVE-PERCENT FUNDS**

It is generally accepted that the five-percent provisions of section 28 of The Planning Act are intended to ensure that at least a minimum amount of land will be set aside for park purposes in areas that are being converted to urban uses. This purpose is achieved mainly by the conveyance of land to the municipality as part of the plan of subdivision, but a number of factors sometimes make it preferable to convert this five-percent requirement into money, which is kept in a special account until it is expended for the purchase of alternative land to be used for park purposes.

For these provisions to achieve their maximum usefulness, it is necessary that the money deposited in the special account, either from sales of land under section 28 (9) or from the payment of sums of money under section 28 (8) in lieu of the conveyance of land, be expended for the purchase of other park land without undue delay. These expenditures should be made in accordance with an official plan that sets out the amount and location of land to be used for park purposes, but where a municipality has not yet achieved the objective of such an official plan, there should be at least an agreed-upon policy and programme for acquiring park land and relating the park land to the needs of the community. Normally, it is expected that the money that is expended from the special account will be used to acquire land in the developing areas from which the funds have been acquired -- except, of course, where these areas are already amply supplied with park facilities or where some over-riding consideration demands that the money be spent to serve other areas of the community.



As was suggested in an earlier issue of ONTARIO PLANNING, it means little to children in a neighbourhood deficient in park or playground facilities to know that the municipality has substantial funds reposing in a special account, to be used at some indefinite time in the future to make up some part of the deficiency.

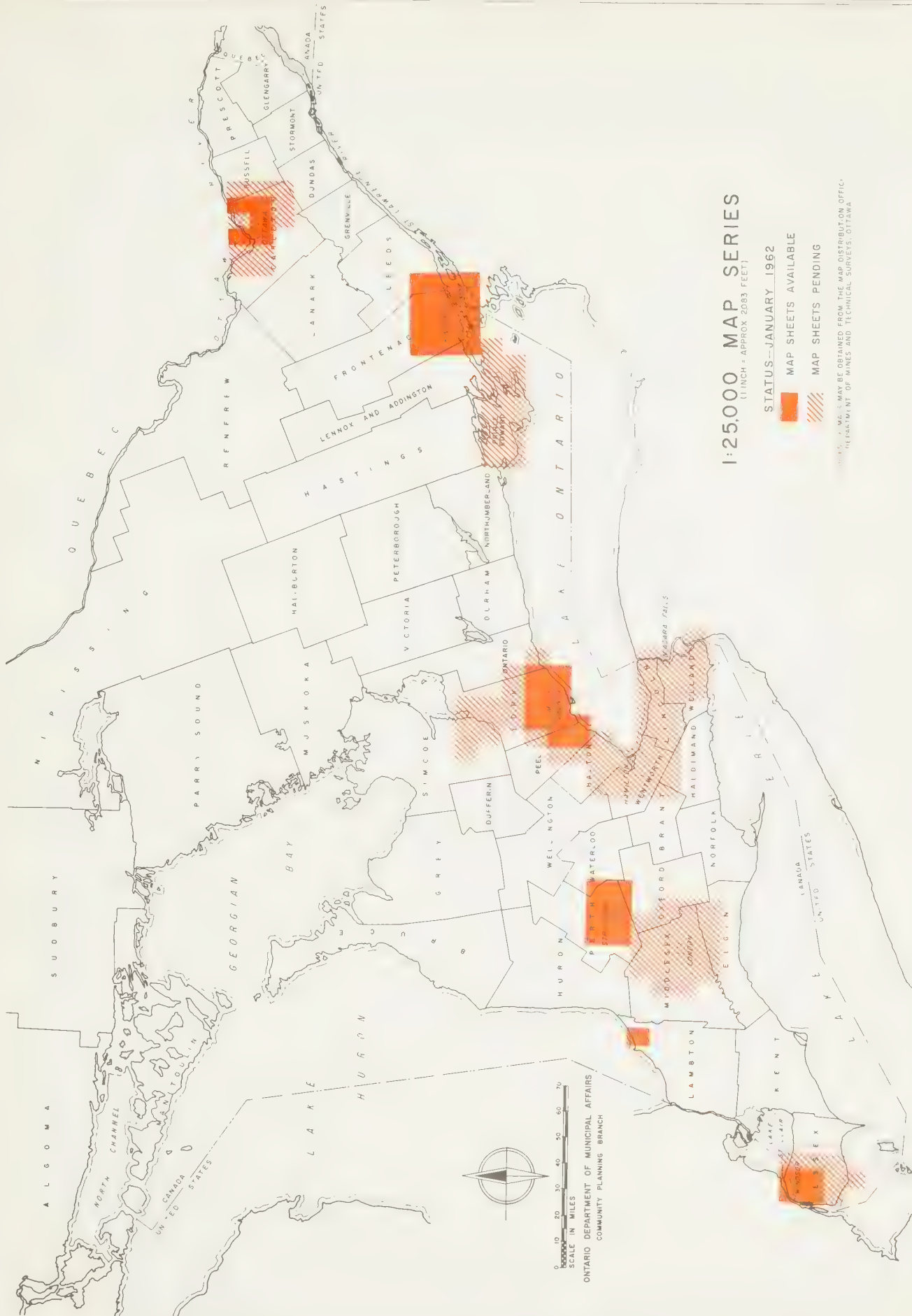
The money in the special account is not serving its purpose when it is lying dormant, and it is very important that it be used to purchase park land as soon as possible. Particularly in times of increasing land values, each month of delay in acquiring park land reduces the amount of land that can be obtained with a given amount of money.

A review of the records of the Branch indicates that some municipalities have acquired sizable sums in their special accounts with expenditures made to date coming nowhere near using up the available funds. These municipalities are urged to proceed as quickly as possible to acquire the necessary land in accordance with a sound plan for this purpose. It is appreciated that some municipalities will not have succeeded in completing their plans for park acquisition as yet, and again they are urged to complete these plans as quickly as possible so that the funds that are available in the special account for acquiring park land can be spent at maximum effectiveness.

## NEW SERIES OF TOPOGRAPHIC MAPS

The most recent addition to the National Topographic System is a new series of maps at a scale of 1:25,000 (1" = 2083').

Apart from the considerable change in scale, which permits a much greater



# 1:25,000 MAP SERIES

(1 INCH = APPROX 2083 FEET)

STATUS--JANUARY 1962

MAP SHEETS AVAILABLE

MAP SHEETS PENDING

MAPS MAY BE OBTAINED FROM THE MAP DISTRIBUTION OFFICE,  
DEPARTMENT OF MINES AND TECHNICAL SURVEYS, OTTAWA

0 10 20 30 40 50 60 70  
SCALE IN MILES

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

presentation of topographic detail, the main addition to the previous series of maps at 1:50,000 scale is the indication of contours at a vertical interval of 10 feet.

Maps in this new series have been produced, or are in the process of being produced, for the areas of Ottawa, Kingston, Toronto, Hamilton, Niagara, London, Stratford and Windsor. (See map on page 3.)

This series should prove to be one of the most valuable sources of topographic information for planning boards produced to date.

Copies of maps may be obtained from the Map Distribution Office, Department of Mines and Technical Surveys, Ottawa, at a price of 25¢ per sheet.

## RESIDENTIAL CONSTRUCTION IN 1961

Construction starts of new dwellings in Ontario numbered 11,979 units in the fourth quarter of 1961, a decrease of 12.5 per cent from the corresponding 1960 total of 13,683 units, according to the February 2, 1962 issue of "Weekly Bulletin" published by the Dominion Bureau of Statistics. The number of starts in 1961 was 48,144 units, up 13.9 per cent from the 1960 figure of 42,282.

Completions in Ontario showed little increase in the fourth quarter of 1961 at 13,895 units versus 13,362 for the last quarter of 1960. For the year, 1961, there was a 6.9 per cent decrease over 1960, 43,754 units from 46,982.

In urban centres of 5,000 population and over, starts increased by 17.7 per cent from 30,896 units in 1960 to 36,374 in 1961 but completions were down from 34,874 units in 1960 to 31,427 in 1961.

Comparisons with other provinces in Canada are shown in Tables 1 and 2.

Table 1. - All Areas by Provinces

	Year	4th Quarter		Jan. 1 to Dec. 31		Under Construction
		Started	Completed	Started	Completed	at Dec. 31
Canada . . . .	1961	32,456	35,198	125,577	115,608	73,583
	1960	32,061	35,136	108,858	123,757	65,773
Nfld. . . .	1961	360	392	1,854	1,579	2,421
	1960	467	684	2,026	2,222	2,170
P.E.I. . .	1961	183	164	910	317	636
	1960	82	139	272	369	142
N.S. . . . .	1961	995	1,243	3,681	3,932	3,563
	1960	989	1,069	4,047	3,874	3,855
N.B. . . . .	1961	519	712	2,078	2,141	898
	1960	474	607	1,780	1,868	961
Que. . . . .	1961	9,602	9,244	34,215	31,756	15,661
	1960	8,524	8,653	28,589	31,311	13,959
Ont. . . . .	1961	11,979	13,895	48,144	43,754	31,936
	1960	13,683	13,362	42,282	46,982	28,335
Man. . . . .	1961	1,440	1,818	5,678	5,500	2,520
	1960	1,422	2,022	5,132	6,475	2,350
Sask. . . .	1961	1,286	1,467	5,093	4,917	2,178
	1960	1,230	2,021	4,339	5,322	1,971
Alta. . . .	1961	3,580	3,033	12,754	10,545	6,423
	1960	2,782	2,670	8,387	11,477	4,174
B.C. . . . .	1961	2,512	3,230	11,170	11,167	7,347
	1960	2,408	3,909	12,004	13,857	7,856

Table 2. - Urban Centres of 5,000 Population and Over, by Province

	Year	Month of December		Jan. 1 to Dec. 31		Under Construction
		Started	Completed	Started	Completed	at Dec. 31
Canada .....	1961	6,823	7,016	92,741	83,148	53,195
	1960	7,050	7,098	76,687	90,513	44,975
Nfld. ....	1961	31	34	426	331	366
	1960	18	33	306	492	273
P.E.I. ...	1961	19	17	483	102	323
	1960	19	1	64	54	41
N.S. ....	1961	172	178	1,545	1,681	1,232
	1960	161	142	1,496	1,489	1,369
N.B. ....	1961	58	173	1,099	910	609
	1960	67	88	800	939	419
Que. ....	1961	2,284	1,944	26,980	25,277	12,615
	1960	2,496	1,958	23,582	25,731	11,712
Ont. ....	1961	2,755	2,724	36,374	31,427	25,496
	1960	2,717	2,925	30,896	34,874	21,050
Man. ....	1961	330	276	4,660	4,721	2,071
	1960	256	395	4,232	5,601	2,143
Sask. ....	1961	77	262	3,263	3,458	1,080
	1960	212	323	2,679	3,534	1,245
Alta. ....	1961	524	695	10,151	8,107	5,087
	1960	687	610	6,190	8,950	3,012
B.C. ....	1961	573	713	7,760	7,134	4,316
	1960	417	623	6,442	8,849	3,711

Note: New residential construction statistics for the whole country, including urban centres of 5,000 population and over, urban centres 5,000 and rural areas are available only on a quarterly basis.

(Source ...D.B.S. Weekly Bulletin, February 2, 1962.)



## SUBDIVISIONS

### SUBDIVISION DESIGN COURSE FOR ONTARIO LAND SURVEYORS

Several members of the Branch participated with 52 Ontario Land Surveyors in a subdivision design workshop on February 2nd and 3rd in Toronto.

Organized by the Branch as an extension to its annual series of lectures to Ontario Land Surveying students, the 2-day workshop included both formal lectures on design procedures and details and practical working sessions where the application of theory to real design situations was permitted.

A limited number of copies of notes prepared for the course dealing with the general background for planning in Ontario and aspects of the planning operation most common to Ontario Land Surveyors are available for distribution.

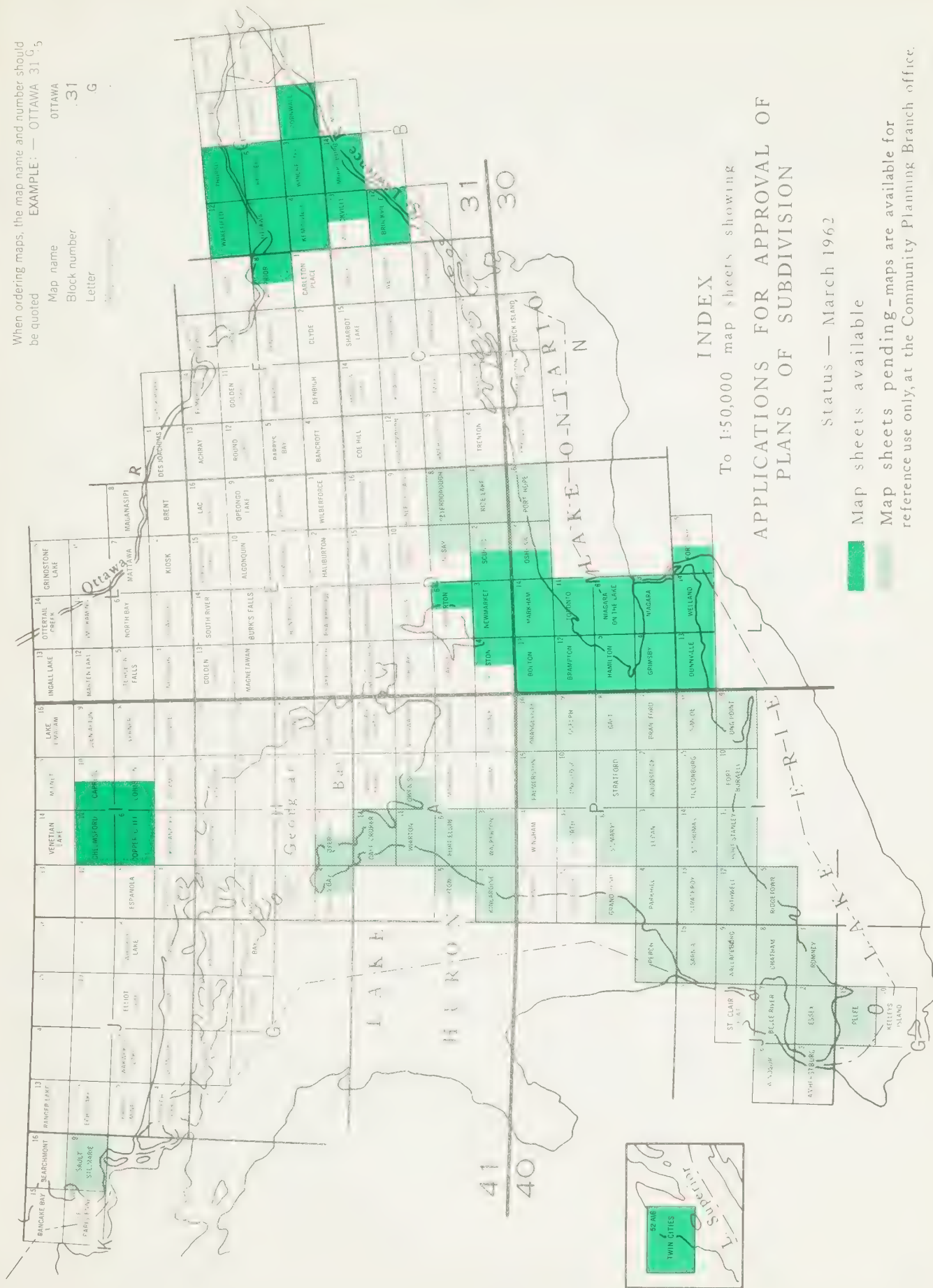
### MAPPING OF SUBDIVISION APPLICATIONS

Where has growth occurred within our district during the past 16 years? What physical form has this growth assumed - additions to established urban settlements, new concentrations of population, ribboning between established centres, scattered urbanizing with no definite form?

These questions and others important to a planning board's understanding of its environment can be answered at least in part from a series of maps prepared by the Community Planning Branch. These maps at a scale of 50,000:1 (approximately 4167' = 1"), each covering an area in excess of 200 square miles, indicate the location, and approximate size, of all subdivision applications submitted for approval under section 28 of The Planning Act from 1946 to 1961. The applications plotted include not only those approved by the Minister as of the date of the most recent plotting, but also those not approved and those awaiting a decision at this time.

The whole picture of land subdivision however is not represented, for these maps do not include a recording of planning board consents granted under section 26 of The Planning Act nor land divisions established by metes and bounds descriptions where such are permitted.

When ordering maps, the map name and number should be quoted  
 EXAMPLE: — OTTAWA 31 G 5  
 Map name  
 Block number  
 Letter



# INDEX To 1:50,000 map sheets showing APPLICATIONS FOR APPROVAL OF PLANS OF SUBDIVISION

Status — March 1962

Map sheets available

Map sheets pending - maps are available for reference use only, at the Community Planning Branch office.

The degree of divergence between the subdivision activity plotted on the map and that which really occurred during this 15-year period will depend to a substantial extent upon the policy of the planning boards in granting consents - if freely granted, there will be found to be little resemblance between the map and the true land subdivision position.

Copies of maps for the areas shown in dark red on the index map on page 7 are now available to all planning boards in Ontario without costs. Areas indicated in light red on the index map at present are available for reference use only in the Community Planning Branch. A limited number of additional copies may also be made available to other public and private agencies should a specific request be received.

Each planning board, upon receiving copies of the maps referred to, should transfer its records of consents granted to the map to present as accurate and complete a statement of land development trends and volume as possible.

## SECOND REPORT RELEASED ON

### AIRCRAFT NOISE AT TORONTO INTERNATIONAL AIRPORT

Shortly after the production of the report "Aircraft Noise at Malton Airport - January 1960" the Federal Department of Transport commenced measuring the sound produced by different aircraft at fixed monitoring points in the vicinity of the airport.

This Department, working in conjunction with the Department of Transport, has just completed a report which is basically a collection and correlation of several hundred of the individual sound measurements conducted by the Department of Transport in the 1960-1961 period.

While the monitoring studies have not yet been completed, it was felt that there was sufficient value in the information secured to date to justify its reproduction.

Because of the frequency of use of the airport by the Douglas DC-8, the Vickers Viscount and the Vanguard, a reasonably complete picture of their respective sound performances can be seen in the report. Insufficient readings are available yet on a number of other aircraft (Britannia, Boeing 707, Electra Comet) to permit the same type of presentation as that made for the DC-8, Viscount and Vanguard.



This supplementary report will probably prove of greater practical value to more planning boards in Ontario than the first report on jet aircraft noise, since it deals with two aircraft, the Viscount and the Vanguard, which are extensively used for short and medium length air hauls and are more frequent visitors to local or regional airports.

Single copies of the report may be secured by writing to the Librarian, Community Planning Branch, Ontario Department of Municipal Affairs, 801 Bay Street, Toronto 5, Ontario.

## UNDERGROUND WIRES

In the last few months, several articles have appeared in newspapers and periodicals concerned with the matter of the cost of underground utility wires as compared to the cost of overhead electrical and telephone wires.

The September 30th Financial Post and the November, 1961, issue of Civic Administration are the main sources of the following article.

The appearance of the City of Ottawa is being improved for Canada's centenary, (1967), and the five-year underground wiring programme is a part of this broader scheme. The City of Ottawa and the Ottawa Hydro Commission have worked out a scheme to put wires underground in a one mile square in the heart of the City at a cost of approximately \$20 million. The cost will be split between the City, the Hydro and the Federal Government. The City and Hydro each propose to spend the equivalent of one million during the first few years, which at the current assessment figure would bring in about \$1 million annually. The addition of a federal contribution, combined with a steadily rising assessment, should enable the authorities to complete the project in the centre town area within a period of 10 or 12 years.

Ottawa already has 170 miles of underground cables and 530 transformer vaults.

The trend across Canada is for burial of lines in new residential subdivisions:-

. . . Niagara Falls, Ontario was one of the earliest cities to bury lines in new developments. They have found that the maintenance cost of the underground system is 10% that of a comparable overhead system in the City.

. . . Trenton, Ontario is now using underground wiring and concrete light standards in all new subdivisions.



. . . Oakridge Park, a subdivision in London, Ontario, will have 1,000 homes. It has a major underground system installed by the Ontario Hydro Electric Power Commission. The hydro system is direct-buried on rear lot lines. The subdivision was designed for homes in the \$18,000 to \$50,000 price range. The cost of this underground system ran about 2-1/3 times the normal cost of overhead installations. In many areas of the country where new residential service is placed underground, the developer pays the difference in cost between overhead and underground wires. At Oakridge Park a new formula is being tried out - the extra cost is applied to each lot and is rebated to the resident on a scale geared to the number of electric appliances in use. For instance, a home with two of an electric dryer, water heater or range qualifies for a \$50 rebate. All three bring \$100. If electric heating is installed, there is an additional \$100 rebate.

. . . Toronto City - The Toronto Hydro offers rebates of \$100 to the subdivider and \$120 to the builder for each home with a full line of electrical appliances including electric water heater and electric heating.

. . . Toronto Township (Metro. Toronto), Ontario found the additional cost per lot for underground wires was \$150 to \$170.

. . . Edmonton, Alberta has recently completed an underground hydro system in its Grandview subdivision. The cost was 2.14 times that of an overhead system.

. . . Montreal, Quebec - In 1911 Montreal buried its first power cable under St. Catharines Street. Since then, the Montreal Electric Commission has been gradually putting the wires out of sight at a total cost of some \$16 million. The entire central area of Montreal is now free of poles and overhead wires and work is extended outward from the central core year by year. Wires are being buried in other parts of Montreal when important thoroughfares are widened or repaved, or when commercial and industrial development overloads the utility poles.

The three-man Montreal Electric Commission was established in 1909 by the Quebec Legislature - their purpose was to remove poles and overhead wires from city streets and to build underground ducts for renting to public utilities. The Montreal Electric Commission spreads the costs of its underground services over a term of 40 years. The Bell Telephone Company builds its own underground system in close cooperation with the Commission. Ducts installed by the Commission are leased by the Quebec Hydro, the Montreal Transportation Commission, Canadian National Railways, Canadian Pacific Railways, Dominion Electric Protection Company, and the City of Montreal.

#### . . . Cost of Underground Wires

- In new residential areas, utilities find underground systems cost two to three times more than aerial lines. Underground wires add about \$200 a lot to the basic aerial cost of \$150.
- In old residential areas, the Toronto Hydro estimates \$250,000 a mile on the average, compared to \$35,000 a mile for overhead wires.

- In established business districts
  - where small offices and stores line the streets the cost ratio is ten times more for underground wiring.
  - where large offices, factories consume high loads, lines must necessarily go underground, regardless of cost.
- Long-distance transmission lines - the Ontario Hydro estimates the cost of burying its 50,000 mile southern Ontario System, now on poles and towers, would run \$2.2 billion to \$3.6 billion.

SUMMARY OF THE CASE FOR AND AGAINST UNDERGROUND WIRING	
FOR	AGAINST
1. Fewer power breaks	1. Higher costs (initially)
2. Long-term maintenance costs lower	2. Breaks difficult to repair
3. More attractive community	3. Difficult to modify
4. Greater safety	
5. Increased use of power demands more wires than poles can carry	

## NEW TELEPHONE SYSTEM FOR ONTARIO GOVERNMENT

On March 18, 1962 the Ontario Government introduced a new system of direct inward dialing, which allows incoming calls to be dialed direct to a specific location without being handled through a switchboard.

For the convenience of those wishing to telephone the Community Planning Branch, the following telephone numbers are listed -

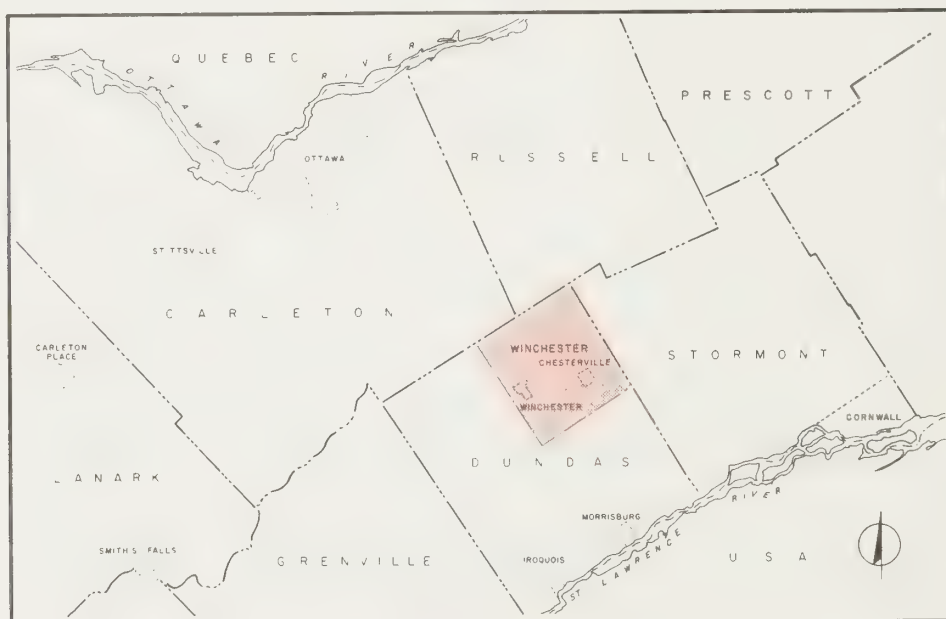
Director.....	365-2293
Headquarters Operations.....	365-1630
Administrative Services.....	365-1231
Design.....	365-1631
Library (Branch).....	365-2315
Official Plans.....	365-1495
Extension.....	365-2192
Redevelopment.....	365-2826
Research.....	365-1631
Special Studies.....	365-2195
Subdivisions.....	365-1641
Zoning.....	365-2846

## BRIEFLY NOTED

### PLANNING AREAS

On November 15th, the Minister enlarged the Woodstock and Suburban Planning Area so that it now includes all of the Village of Beachville and more of the Township of North Oxford. This enlargement takes effect on January 1, 1962. (For a sketch map of the area see ONTARIO PLANNING, Nov.-Dec. 1961 issue, p. 12.)

On November 16th, 1961, the Minister defined the whole of the Township of Mulmur as a single independent planning area.



On November 22, 1961, the Minister altered the boundaries of the Winchester and Suburban Planning Area so that it now includes the whole of the Township of Winchester and the Villages of Winchester and Chesterville. The Township of Winchester was named the designated municipality replacing the Village of Winchester. Both the village and township of Winchester have a subdivision control by-law covering part of their municipality.

On November 29th, 1961, the Goulbourn Planning Area was dissolved and the Village of Stittsville, which formerly was a part of Goulbourn Township, was defined as a single independent planning area. The village has a subdivision control by-law, a zoning by-law and a building by-law.

On November 29th, 1961, the Minister defined the St. Mary's and District Planning Area as a joint planning area. It includes the Town of St. Mary's and the Township of Blanshard. The Town of St. Mary's was named the designated municipality. The St. Mary's Planning Area which consists of the Town of St. Mary's was reclassified from single independent to a subsidiary planning area. The Town of St. Mary's has a subdivision control by-law, a zoning by-law and an official plan.



On December 18th, 1961, the whole of the Township of Windham was defined as a subsidiary planning area partly within the Delhi and Suburban Planning Area and partly within the Simcoe and Suburban Planning Area.

#### PLANNING STAFF

Niagara Falls and Suburban Planning Board. In July 1961, Mr. Gordon Zimmerman joined the planning board staff as planning assistant. Mr. Zimmerman received his Bachelor of Architecture degree from the University of Toronto in 1957. He has worked with planning consultants in Toronto and with architects in the Niagara Area. Mr. Conroy Dowson is planning director of the Niagara Falls and Suburban Planning Board.

### SUBURBS OR DOWNTOWN FOR HEADQUARTERS ?

Reprinted from Regional Planning News, September 1961 issue, Regional Plan Association, Incorporated, New York 36, New York.

"While more corporations have been moving their headquarters to the suburbs than have moved back to a central business district, many recently have decided that a central location is best, a Wall Street Journal survey reveals.



"Royal McBee executives chose Manhattan after five years in Port Chester, New York. They felt they were "'losing touch', particularly in the marketing operations of the company as a result of their separation from New York's market research firms, advertising agencies and international banks." General Electric, Union Carbide and Mutual Benefit Life Insurance "have all shelved plans to move corporate offices to the suburbs," the Journal continued.

"On the other hand, General Foods is expanding its White Plains headquarters, International Business Machines will experiment with a staged move to Yorktown, New York and this year Eversharp moved to Milford, Connecticut while General Precision Equipment moved to Tarrytown, New York.

"Commuting and cramped city quarters are the main problems corporations seek to escape, the Journal said. American Cyanamid--about to move its corporate headquarters to Wayne, New Jersey from Manhattan--told its employees that "increasingly congested commuting and working conditions, and high costs of operations, including rent and taxes, were major considerations" in the decision. More and more employees are living in the suburbs and the move "will give those of you who wish to do so the opportunity of relocating in pleasant, country surroundings." Also, headquarters would be closer to operating locations.

"The Journal listed 10 problems of suburban moves--some not easily seen in advance:

1. difficulty in selling suburban facilities if they become unsuitable;
2. difficulty in recruiting clerks because many girls prefer to work downtown and most suburban girls go to college rather than working after high school;
3. "intellectual incest"--talking only to one group and a narrowing of personal goals to promotion within the company rather than status among professional colleagues;
4. reverse commuting, often resulting in running company buses at company costs;
5. dislocation of many employees who live in the other direction from the central city and cannot easily commute from present homes;
6. no rental market for excess office space, making it uneconomic to build for anticipated expansion;
7. inconvenience for visitors and field personnel temporarily at headquarters because they prefer to stay in the city;
8. loss of the prestige and prominence of occupying a major downtown building;
9. extra real estate costs--in many instances making up for lower land and tax costs than in the central city--because of the need to provide parking lots, cafeterias, landscaping, and company cars for trips to the city and for picking up visitors;
10. opposition of many suburbanites to having office buildings."

## COMMUNITY PLANNING BRANCH REORGANIZATION

Mr. A.L.S. Nash, Director of the Community Planning Branch, has announced the following changes in the organization of the Branch as part of a programme of improving the operations of the Branch. These changes took place on April 2, 1962.

1. The Official Plans, Zoning, and Subdivisions Sections became, respectively, the Official Plans, Zoning, and Subdivisions Groups within a new Headquarters Operations Section headed by Mr. D.F. Taylor as Chief, Headquarters Operations.
2. Mr. A.R. Schmidt is appointed Acting Supervisor, Zoning, as acting head of the Zoning Group.
3. Mr. R.E. Roberts continues to head the Official Plans Group as Supervisor, Official Plans.
4. Mr. Graham Adams is appointed Supervisor, Subdivisions, as head of the Subdivisions Group.
5. Mr. Kunio Hidaka is appointed Chief, Research.
6. The Planning Organization Section became the Extension Section, with Mr. J.O.E. Pearson continuing to head it as Chief, Extension.
7. The Regional Studies Section became the Special Studies Section and continues to be headed by Mr. M.H. Sinclair as Chief, Special Studies.
8. The Redevelopment Section continues in operation under Mr. J.F. Brown as Chief, Redevelopment.
9. The Administration Section became the Administrative Services Section and continues to be headed by Mr. E.A. Gomme as Chief, Administrative Services.

## COMMUNITY PLANNING BRANCH — NEW STAFF MEMBERS

Three new members have joined the administrative staff of the Community Planning Branch in the last 12 months: - Sandra Naiman (formerly Sandra Hockman), W.R. McLeod, and Howard Schreiber.

Administrative Services Section - Wm. R. McLeod was born in Toronto, Ontario and served in the armed forces from 1940 to 1946. He was latterly employed with the North York township planning department processing subdivision agreements and land severances under The Planning Act. He joined the Community Planning Branch in the summer of 1961.

Mr. E.A. Gomme is Chief, Administrative Services Section. This Section deals with the definition of planning areas, appointments of planning boards; financing of planning boards, the constitution and membership of committees of adjustment, the Minister's approval of lands acquired or sold by a municipality for developing a feature of an official plan, transactions involving lands for public purposes in new plans of subdivision, and road closings.

Official Plans Group - Sandra Naiman was born in Poland and came to Canada in 1948. She attended the University of Toronto, being graduated in 1960 with majors in political science and sociology, and then completed the diploma course in Town and Regional Planning, School of Architecture, University of Toronto in 1961. For two summers, Mrs. Naiman was employed with the Community Planning Branch in the Special Studies Section. In the fall of 1961, Mrs. Naiman joined the staff of the Community Planning Branch in the Official Plans Group.

Mr. R.E. Roberts is Supervisor, Official Plans Group. This Group deals with all applications for the Minister's approval of proposed official plans and amendments to official plans.

Zoning Group - Mr. Howard Schreiber was born in Sudbury, Ontario. After four years in the armed forces he took a course in architectural drafting and design. From 1948 to 1951, Mr. Schreiber designed gasoline stations for three oil companies, and from 1951 to 1959 was in the real estate business in the Toronto-Hamilton area. During this time in the real estate business, he processed draft plans of subdivisions for subdividers and processed applications for rezoning. Mr. Schreiber joined the staff of the Community Planning Branch in September, 1961.

Mr. A.R. Schmidt is Acting Supervisor, Zoning Group. The Zoning Group comments upon all zoning by-laws referred to it by the Ontario Municipal Board. This Group reviews and comments on proposed zoning by-laws to planning boards and councils, upon request. The Zoning Group advises local municipalities and planning boards upon the establishment of committees of adjustment and assists these committees when formed. It also reviews all decisions of committees of adjustment and advises on building by-laws.

## COMING EVENTS

1962

June 17 - 19

National Association of Housing and Redevelopment Officials - (NAHRO)  
Mid Atlantic Regional Conference -  
King Edward Hotel, Toronto, Ontario.  
Redevelopment Officer, Ontario Department of  
Municipal Affairs, 801 Bay Street, Toronto.

- June 27 - 30      Town Planning Institute of Canada - (T.P.I.C.)  
Annual Conference - University of Western Ontario,  
London, Ontario.  
Secretary, T.P.I.C.,  
c/o Toronto Board of Trade,  
11 Adelaide Street West, Toronto, Ontario.
- September 23 - 26      Community Planning Association of Canada - (C.P.A.C.)  
National Planning Conference - Edmonton, Alberta.  
Secretary, CPAC, National Office,  
425 Gloucester Street, Ottawa 4, Ontario.
- October 14 - 18      American Institute of Planners - (A.I.P.)  
Annual Conference - Los Angeles, California.  
Executive Director, A.I.P., Suite 410,  
2400 16th Street N.W.,  
Washington 9, D.C.
- October 18 - 19      Ontario Building Officials Association - (O.B.O.A.)  
Kitchener, Ontario.  
E.C. Law, Secretary-Treasurer, O.B.O.A.,  
c/o Township of Toronto, Municipal Offices,  
Cooksville, Ontario.

## RECENT PUBLICATIONS OF THE COMMUNITY PLANNING BRANCH

- Notes on Ontario Land Surveyors Lectures - January 1962, 44 pp.
- Aircraft Noise at Malton Airport - Supplement No. 1, December 1961  
6 pp, graphs, tables, maps.
- Land Use Legends and Reproduction Methods for Official Plan and Zoning  
By-law Maps - January 1962 - 16 pp, legends, maps.









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ONTARIO PLANNING  
NEWSLETTER

# ONTARIO PLANNING

Vol. 9, No's. 3 & 4, March - April, 1962



MOBILE HOME PARKS



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

## MOBILE HOMES

The following articles refer to the problems of mobile homes in the United States. In Canada, while the problem is not nearly so acute as yet, it is still important enough to try to find a solution, since a little over one out of every 100 people live in a mobile home.

From the September-October, 1961, issue of Mobilehomes and Trailer magazine and the May, 1960, issue of Civic Administration comes the following information on Canadian mobile homes:

- . . . Over 200,000 Canadians are now living in 75,000 mobile homes in Canada. There are 750 mobile home parks (vacation and for permanent residence) in Canada.
- . . . The average mobile home family size is 2.9 persons. The residents are divided by occupation as follows: 37% skilled workers, 20% military personnel, 18% professional people, 10% retired, 3% students, and 12% others (includes businessmen, labourers, semi-skilled workers).
- . . . The average mobile home owner stays 27 months or longer in one location.
- . . . Ten-foot wide units account for 95% of the mobile homes produced.
- . . . Expandable-type mobile units are becoming increasingly popular. Most mobile homes sell from \$3500 to \$12,000.
- . . . The modern landscaped mobile home park with underground services, paved streets and community buildings costs from \$1,100 to \$1,600 per unit space to build.
- . . . In 1960, mobile homes account for 5% of all new single-family housing in Canada. (In the U.S.A. mobile homes accounted for 14% of all new single-family homes.)

## MOBILE HOMES AS HOUSING

An address by Fred H. Bair, Jr., Planning Consultant, Auburndale, Florida to the Annual Planning Conference of the New York State Federation of Official Planning Organizations at Syracuse, September 7, 1961. This address is reprinted from the September-October 1961 issue of Planning News.

How did mobile homes become housing, and where do they seem to be headed as housing? What part of the new housing supply is currently provided by mobile homes? What is the outlook for housing generally and for mobile homes? And where do mobile homes, as housing, belong in the community?

In this introductory statement, I'm going to try to answer those questions briefly and generally. In the discussion period, we can go into details.

### How Mobile Homes Became Housing

Mobile homes only recently entered adulthood as housing. In their younger years, they were troubled with juvenile delinquency arising partly from growth problems and partly from bad environment. In themselves, they are now reasonably sound and healthy. The extent to which they become respectable and productive additions to the housing family depends to a considerable extent upon what groups like this do about their present and future environment.

Back 125 years ago if you walked down from the site of this hotel, loaded your gear into a canoe, and went south, making a portage at Tully, in about 300 miles you would have come to Conestoga, down in Lancaster County, Pennsylvania. If you wanted to go West to the Rockies and beyond, the canoe business wouldn't work out so well, particularly if you were taking your livestock, your family, and all your household possessions. This is why the people at Conestoga took to making covered wagons. That isn't where the travel trailer started - it goes back before the dawn of history - but it will do for a point of origin for this discussion.

By the early '30s, travel trailers were something else again. A newspaperman named Howard O'Brien had a whimsical editor who assigned him a trip with his family in a de-luxe model. In 90 square feet of floor space, he had all sorts of conveniences. At one side in front there was a sort of toilet, a wash basin and a shower, all operated by a pump drawing cold water from a 30

gallon tank. For warm showers, a theoretical solution was to hold a hot water bottle over the head, but this didn't work out well in practice because the compartment was only two feet wide and was used for storage of the garbage can, the coal box, kindling (in the wash basin) and other necessities.

Even in those days, stopping alongside the highway was forbidden - an understandable prohibition since waste disposal facilities consisted of pipes running through the floor.

This was the de-luxe model, a custom built job. As a young man, I saw a lot of home made rigs creeping along Highway 66 (or broken down beside it) from Oklahoma to the Promised Land in California - which wasn't so promising when they made it. The country was in bad shape in those days, and so were trailers. Both have come a long way since.

In its evolution, the trailer developed a split personality right after World War II. There was a vacuum in the general housing picture. Returning veterans, defense workers and construction workers moving to new areas of employment with their families needed emergency or temporary housing. Retirees in increasing numbers found the trailer adapted to their needs. There was a gradual move toward units which would be more than travel trailers - larger, completely furnished, with modern bathrooms, kitchens, hot water heaters and other equipment. The idea didn't take hold all at once, and the split personality impeded some desirable developments.

If it was going to be a trailer, relatively easy to move, it couldn't get too big. If it was going to be a home, fit for permanent occupancy, it couldn't stay too small. Somewhere along in there, the split in function began to break off the travel trailer from the mobile home, but the move was gradual. In 1947, manufacturers were building recognizable early models of present mobile homes which still retained easy mobility but were larger than the old trailers. "Larger" in 1947 (only 14 years ago) meant an average length of 27 square feet the average floor area. The average price was \$2,400, or about \$11 per square foot for a furnished house.

That was the time of the first breakthrough. The second came about 1954, when for the first time mobile homes ten feet wide were mass produced. In addition to adding area, the increase from the eight-foot width made possible more flexible design. Now more than 95% of the mobile homes produced are ten-wides, and there is some indication of a 12-foot breakthrough in width of the basic unit.



Lengths have stretched too - about 85% of the units produced in the first quarter of '61 were 50 feet long or longer.

So now the square footage of the basic unit averages between 500 and 600 square feet. Many units are expandable, rolling out sections from within to make living rooms as large as the whole unit fifteen years ago, or to provide extra size for bedrooms.

And there are also an increasing number of additions which may be purchased, ranging from "Florida" rooms and carports to entirely separate sections with added bedrooms and other space which are designed to be fastened against the basic unit to provide floor area ranging up to 1,200 square feet.

In all this, mobility has been sacrificed of course. The travel trailer (now defined as under 29 feet in length) has gone its separate way. The mobile home is mobile only in the sense that it can be delivered by a commercial hauler. Few people try to move the larger models with their own cars, and fewer try to do it twice if there is real distance involved.

Mobility isn't really too important. Figures from the mid-'50s indicate an average length of stay of about 27 months, and a survey now would show longer tenure. There are many conventional housing developments where moves are more frequent.

So now mobile homes are housing. They are mass-produced economically by methods more similar to airframe construction than to conventional building. They provide completely furnished housing, carefully designed to make the best use of space now moving toward an average of 600 square feet at a cost of about \$10 per square foot - or a little less than in 1947 in spite of the fact that a lot of new appliances have become standard since that time.

With rare exceptions, mobile homes in current construction are at least as well built as conventional housing. Those bearing the MHMA-TCA seal have been built to meet rigid code standards on plumbing, heating and electric systems. (These standards are available to anyone who wants to have a copy.) The New York State Division of Housing has produced minimum housing standards for mobile homes. Thus you now have controls available on quality of plumbing, heating and electrical installations and on quality of housing. If you will use them, there is no reason why the mobile homes coming into your area should not be well built, nor why the people living in them should not be well housed.

So much for how mobile homes became housing. Out ahead, as I see it, what is likely to happen is that the wheels come off, and we begin producing completely furnished house components which can be moved in on low trucks and fitted together to make almost any desired pattern of house with almost any desired size. I see the mobile home as a stage in a major breakthrough from relatively primitive construction methods still being used in most home construction to assembly-line production of well-designed, well-built, well-furnished economical homes. This is all in a future which is just beginning to emerge.

### Mobile Homes in the Present New Housing Supply

What about the present? What part of the current new housing supply is being provided by new mobile homes?

Since the beginning of 1959, new mobile home production has averaged a little better than 10% of the number of private non-farm conventional one-family starts. Using this as a point of departure, if we draw a chart with mobile home production scaled at ten times the scale used for conventional, to bring the trend lines together, it becomes clear that there is a very close relationship between the two lines. In the summer months, when conventional housing is at its peak, mobile homes drop to a little less than 10% of conventional starts. In the winter, when factory-produced mobile homes are not so subject to climatic deterrents, mobile homes move a little above 10%.

To get this seasonal variation out of the picture, if we draw another pair of trend lines showing 12-month totals, it becomes clear that in the 12 months ending in December, 1959, mobile home construction was just under 10% of conventional. The year ending in January, 1960, had mobile homes at exactly 10%. The 12 months ending in September, 1960, gave mobile homes a yearly total of 10.8% of conventional. The latest figures available, for the year ending June, 1961, showed mobile homes at 10.1% of conventional. Thus during the recent slump in housing starts, mobile home and conventional housing dropped off about the same proportionately, with mobile homes a little better than holding their own in relation to conventional.

(Incidentally, it should be made clear that private non-farm single-family housing starts as reported by the Bureau of the Census do not include mobile homes, so that if mobile homes are indeed private non-farm single-family housing - and if they aren't, what are they? - additions to the housing supply have been seriously under-reported.)

### Outlook for New Housing

What about the outlook for new housing construction generally, and for mobile home housing?

Most family formation takes place between the ages of 20 and 29. This is what creates a big part of the demand for new housing. If we draw a chart on this (and apply some common sense to go along with it) we begin to get an understanding of why new dwelling unit construction - including mobile home construction - has dropped off recently.

In 1950, 23.9 million persons born in the '20s were 20-29 years old, and we had a considerable shortage of housing.

In 1955, the total dropped to 22.1 million as the larger number born in the early '20s aged out of the group, to be displaced by a smaller number born in the early '30s. Decrease from the 1950 total was 7%, 1.7 million, but we were still building like mad to catch up with demand. In 1955, we hit the all-time high - thus far - on privately-owned single-family nonfarm dwelling units.

In 1960, the number 20-29 years old dropped again, to 21.7 million, as we inherited the group born in the low-birth-rate '30. We were off 9%, 2.2 million, from the number in 1950. Between 1955 and 1959 we continued to build like mad to catch up with the demand. Toward the end of 1959, we found out that we had passed it early in the year. Hence the downward trend since.

Right about now, we are sitting on the lowest number of prospective young home-buyers since 1950, and the home sales figures show it, and no federal program for easing credit is going to do much about it. Out ahead, the picture brightens.

In 1956, the number 20-29 years old - the prime customers - will go up to 23.9 million, recovering in five years the ground lost in the past ten, as the World War II babies of the early '40s enter the picture. Gain from 1960 will be 10%, 2.2 million. At that point, we accelerate into orbit.

In 1970, the total 20-29 years old will rise to almost 30 million as the baby crop of the '40s ages into the group. We will wind up this decade with an increase of 37%, 8.1 million prime customers. That means a lot of housing, on top of what we need for replacement of old structures.

And beyond 1970, about 39 million youngsters born in the '50s are moving toward the 20-29 age group as of 1980.

There is another age group which is of increasing importance in the new housing picture, particularly in retirement areas. This is the 65-74 bracket. It has increased steadily, from 8.4 million in 1950 to 11.0 million in '60. Outlook is for gain to 12.9 million in '70, and on up to about 15 million in '80. It should not be overlooked that retirement age is getting lower, and that the younger people retire, the more likely they are to move and to buy a new house.

There isn't time here to try to break prospective new housing production down into conventional and mobile home. I will say, however, that the crop of customers coming along are prime customers for mobile homes. The young ones will like them because they are relatively inexpensive, include furnishings and appliances in the mortgage package, and are large enough to handle two or even three young children until the family gets on its feet financially and can buy a conventional house. The old ones will like them because they are small, well designed, inexpensive, and easy to keep house in.

Actually there may not be much point in attempting a division between mobile homes and conventional housing very far out ahead. There is more than a possibility that the two will merge - that mobile homes will come to look more and more like conventional housing, and that present conventional housing, yielding to pressures for improvement in production methods, will evolve into factory-produced components.

Another footnote on things we don't have time to talk about in detail - the housing outlook by regions (and of course by states and parts of states) varies tremendously all over the country. A chart showing for regions and for the years 1950 and 1960 the age group 20-29 and the group 10-19 coming along as replacements, and the age group 65-74 replacements, indicates clearly that there is considerable variation in what is likely to happen if nobody moves, and even more clearly that there is a great deal of moving going on.

In the Middle Atlantic states, for examples, there were 3,850,000 persons 10-19 in 1950. Even in this group, there would be some mortality, but in 1960, when they had aged into the 20-29 group, there were over 50,000 more of them, indicating in-migration in this age group.

In the older brackets, 2,980,000 55-64 in 1950 turned up as 2,300,000 65-74 in 1960. Allowing for higher mortality in this group, it is still obvious that there was considerable out-migration.



(In the Middle Atlantic states, New York is making the major gain on young in-migrants, New Jersey made some gain, Pennsylvania is losing them. All three states appear to be shipping out oldsters.)

### Where Do Mobile Homes Belong in the Community?

If you agree, at this point, that mobile homes are acceptable housing, that they form a substantial part of the new housing supply, and that they are likely to continue to provide at least the current proportion of new housing - we can move on.

I said earlier that whether mobile homes become respectable and productive additions to the housing family depends to a considerable extent upon what groups like this do about their present and future environment. Now it is time to elaborate on that, and to think a little about what that environment should be.

Before we get to the specific question on appropriate locations for mobile homes, we should discuss some basic principles.

Thus far in planning and in zoning, with a few selective exceptions, we have not found means for mixing commercial and industrial uses into residential areas without damaging the areas for residential purposes. As a general rule, we say that commercial and industrial uses do not belong in residential neighborhoods.

Again with selective exceptions we have not found means for producing much beside commercial and residential slums by mixing residences into commercial and industrial districts.

Mobile homes are housing when they are used as permanent residences. As a general rule, they belong in residential areas, not in commercial or industrial areas. If they are forced into commercial and industrial areas, they are very likely to share the same fate as other housing in commercial and industrial areas.

Note that I am not saying that mobile homes belong just anywhere in just any residential area. They do not - certainly not at present, and unless there are a lot of changes, probably not in the foreseeable future.

Ideas make property values. Most people think that a mobile home set on a lot in the midst of conventional dwellings depreciates property values. So a mobile home set on a lot in the midst of conventional dwellings does depreciate property values. Hence we are certainly not ready at present in most areas to set up zoning districts in which mobile homes and single-family conventional dwellings may intermingle freely, nor to permit mobile homes as back-yard accessories to conventional single-family dwellings. Even where we allow two dwelling units on a lot - in duplexes or in single units plus garage apartments - we are not as yet ready in many areas to permit the second dwelling unit to be a mobile home.

Hence although it appears clear that the mobile home is a residential use, for the present it looks as though it must be a segregated residential use in most parts of the country. As long as the mobile home remains visually distinguishable from currently-produced conventional dwellings, there will be a strong tendency to segregate mobile homes into their own neighborhoods. It is pointless here to argue the logic or the legality of such segregation. The fact is that it exists, and in my opinion, for the present at least, both the mobile home owner and the community as a whole usually profit from the arrangement - if the mobile home parks or mobile home subdivisions are good ones.

On the other hand, if the only place for the purchaser of a new mobile home is a substandard space in a substandard park adjacent to the railroad, the gas works and a busy highway, he certainly doesn't benefit from the segregation and neither does the community.

I strongly believe that planners should welcome efforts to establish good mobile home parks (where lots are rented) and mobile home subdivisions (where lots are sold) in their communities. These are legitimate and constructive uses, and there should be appropriate places for them, as for other legitimate and constructive uses.

I believe with equal conviction that planners should assure that with rare exceptions mobile homes in urban areas should not be used as residences except in mobile home parks and mobile home subdivisions. I believe that as a general rule, mobile home parks (which have many of the characteristics of a horizontal apartment house) should be permitted in districts which permit multiple-family dwellings, and that mobile home subdivisions should be permitted in appropriate multiple-family districts and appropriate single-family districts.

I believe that planners should assure that new mobile home parks and subdivisions should meet standards protecting their inhabitants, their neighbors, and the general public.

As already indicated, there are standards available for mobile home construction and for quality of mobile home housing. There are also standards available (which can be adopted by reference in zoning ordinances or in special ordinances or in special ordinances relating to mobile home parks) on mobile home parks. FHA's "Minimum Property Requirements for Mobile Home Courts," prepared in 1957 and now being revised, is an excellent starting point.

On mobile home subdivisions, ASPO's Planning Advisory Service Information Report No. 145, "Regulation of Mobile Home Subdivisions" was issued in April, 1961.

As a general reference, "Mobile Home Parks and Comprehensive Community Planning" published in 1960, should be helpful.

In these introductory comments, there isn't time to go into details on standards and controls for mobile home parks and subdivisions, but the references just mentioned are available to you, and we have plenty of time for discussion after these remarks.

#### Summary

To sum things up, starting about 1955 mobile homes became an important and respectable part of the single-family housing supply. Mobile homes, used primarily for permanent housing, should be carefully distinguished from travel trailers, used primarily for vacationing. The mobile home is not very mobile and is becoming less so.

In the decade ahead, there is going to be a tremendous increase in the number of families wanting new homes, and particularly in the 20-29 and 65-74 groups which have indicated satisfaction with mobile homes. The general housing supply, and the mobile home housing supply, is going to increase very rapidly.

Mobile home units, like conventional dwelling units, can be sorted as to whether they are good or bad construction, acceptable or substandard housing, by codes on construction features and housing requirements. The major problem on mobile homes is no longer the unit, but the environment.

As a residential use, the mobile home design belongs in residential areas. As yet (and until there is convergence of appearance of mobile homes and conventional single-family dwellings) it appears best that mobile homes should be segregated into mobile home parks and mobile home subdivisions, and not permitted to scatter at random among conventional residences.

Means are available for controlling location and quality of mobile home parks and subdivisions. Unless good environment is provided more rapidly, most new mobile homes will be forced into existing obsolete trailer camps and add to our slums. If good environment is provided, mobile homes will fill a demonstrated need and add to our supply of good housing in good neighborhoods.

## **PLANNING AND MOBILE HOME PARKS**

An address by Charles L. Crangle, Director, Bureau of Planning, at the Annual Meeting of the New York State, Mobile Home Association at Grossingers, New York State, May 10, 1961. This address is reprinted from the May-June 1961 issue of Planning News.

I am very pleased indeed to have been invited to appear before you this morning and to share with you some thoughts and observations on the subject of planning and mobile home parks.

As a planner, you will probably find that my discussion places the emphasis on PLANNING. I am not going to be so foolhardy as to attempt again to define the term "mobile home"; I am going to assume that you all know very well what a mobile home is. I am going to assume that you long ago decided in your own minds whether it was a dwelling or an adjunct to an automobile. I am going to leave to tax experts the question as to whether it should be taxed as real or personal property. I am going to talk about planning.

I am sure that if I talked for very long with any one of you in the mobile home business you would sooner or later make the observation that you had many woes, and that planners and particularly local planning boards were not the least of these. I can assure you that on the other side of the fence, almost every session of planners devotes considerable attention to what is termed the "problem" of mobile home parks.

Now there are many reasons for this state of affairs, of course. Mobile homes are relatively new on the American scene; they do not quite fit accepted patterns of community development. People are traditionally shy of the unusual and different. And the converts to mobile home living are loud and aggressive in its



praise. They fail to see why any fool planning board can't recognize a good thing when it sees it. They can't understand why the siting of mobile house parks should get all confused with abstruse concepts of zoning and civic design. They don't want to understand a master plan; they want sites for mobile home parks.

Basically, I submit, the problem is one of emphasis on the term mobile home. Local planning boards see the word "mobile", with all it connotes of instability and changing land uses. The convert to mobile home living places the emphasis on "home", and insists that that is where it properly belongs.

But both groups tend to treat the problem too emotionally. It remains for the trained professional planner, if he is worth his salt, to place the problem in its proper perspective. To understand this, let us go back a step to discuss for a moment the business and purpose of planning.

Community planning is concerned with two general items - land use and people. It is the purpose of planning to prepare a master or comprehensive plan for community land use development, taking into account as the basic factor the people who make up this community. Do not forget that a community is a group of people living in close proximity. It is this close proximity that creates one of the basic challenges of planning.

For planning is concerned with far more than the physical appearance of the community - with the city beautiful. Beauty is important, but environment is even more so. To my mind, the major concern of the professional planner - and of the local planning board - is the environment they are creating for the citizens of the community by their planning.

To the professional planner, then, concerned as he is with land use and with people, - and with the environment of people as dictated by land use - there is truly no such thing as a basically bad land use. All land uses exist to serve the people, and they will cease to be the moment they no longer perform that function. When you hear someone talk about a bad land use, then, or an undesirable land use, what he is truly talking about is a land use that is bad or undesirable at a particular location. It must be recalled that even fertilizer factories and slaughter houses are highly necessary land uses, although even industrial areas would often like to disown them. The lover of steak and mushrooms would not care to long abide next door to a mushroom farm.

By no stretch of the imagination could the mobile home park be lumped in the same category as the land uses I have just cited. And yet many people have almost as strong a feeling of antipathy toward them. I am sure you all recognize

this. Time and again I have met with a local planning board to discuss zoning and been greeted with "How do we get rid of trailers and mobile homes?", "How can we forbid them?", "What's the quickest way of getting tough with them?". It is very hard indeed to get some of these local planning boards and local governments to understand that the mobile home is today a part of the American way of life - that it can and should be provided for just as we provide for any other needed land use.



The basic trouble lies with the general image of the mobile home park in the American mind. It is not generally a good one. It is not good because the great majority of mobile home parks we see are far less than desirable. The cluttered sun-baked or swampy trailer park - and that is what it is usually referred to - on the outskirts of the American city of today could be a source of pride to no one. It is often slum living - and as cramped and unsanitary as any of the older downtown slums we are currently trying to remove.

Unfortunately these naked examples are what everyone sees. The better mobile home parks have greenery, have trees, and are set back from the highways. As a result, of course, few see them or recognize their existence. And the popular image of mobile home parks is bad.



I know what I am talking about. Last year in Florida, and only recently in Colorado, I went looking at mobile home parks. I found dozens of horrible examples, of course. But I was hard put to locate the good ones.

You may say, and with truth, that many of the undesirable conditions in present-day mobile home parks are the result of municipal inhospitality to them. Rather than attempting to accommodate them in a good land use design, the procedure has been too often to assign them to bits and pieces of left-over land, usually in the commercial and industrial areas. You may well ask how decent and attractive mobile home parks could be established on some of these spots.

But the blame is not entirely municipal. Too often the mobile home park developer is also at fault. You all know the greedy character who will attempt to crowd as many units on his available acreage as he can possibly get in, who will meet only minimal sanitary requirements, and who has no interest in the recreation and well-being of his clients. He does what he is legally forced to do, and that is all. Less often recognized, however, is the park operator whose only real fault is ignorance, who lacks preparation and training for the business he has entered, who is a good-hearted and well-meaning, but operates an equally unfortunate park because he doesn't know how to be better. This fellow needs help and guidance - both by the trade and the community. The trade has helped him considerably over the past few years, but the community is far less inclined to do so.

You will note that I am not attempting to discuss the many excellent mobile home park operators throughout the country whose parks have provided a pleasant living haven for thousands of citizens. I have not mentioned them because, you see, no one talks about them. When their parks are mentioned, someone is quick to observe that they represent an exception rather than the rule. In other words, the obnoxious examples create the popular image of mobile home parks.

Now if we grant that mobile home parks are an accepted and desirable land use - and I believe any thinking person must concede this, what can we do about the problem? I believe that this is a field where the mobile home interests, the planners, and the municipal government must in partnership attempt to change this popular image. They must do this by encouraging the development of new and desirable mobile home parks, and then bring them to public attention. They must work in concert to rid our highway borders of slum conditions so that they are no longer used as bogeymen to frighten well-meaning citizens whenever the term "mobile home park" is mentioned.



One of the first responsibilities in this direction lies with the community. I have earlier indicated that mobile home parks are a legitimate land use, and as such have a proper place in the community. The trick is to properly locate them so as to minimize conflicts with other land uses.

Here we come back to our item of environment. The major aim in locating mobile home parks, in my opinion, should be to provide a suitable living environment for the people who will reside in them. The edges of highways, the site adjacent to the brightly lighted all-night filling station, the tract next to the auto junkyard, are not suitable environments for living. Where do mobile home parks belong? If we concede that they are areas for living - and they are - they certainly do not belong in an industrial area. While mobile homes sales agencies are a recognized commercial use, mobile home parks by the same token are not. As living areas, they belong in a residential zone, with a residential environment. Only in such a zone can one obtain the quiet and peace required for good living.

But here arises another problem - granted that they are a residential use, can they easily mix with other types of residential uses, ones to which the public is more accustomed? Let us be honest and face facts - they can not. They are a residential use, but they are also different.

This, however, need to be no real problem. Long ago American cities recognized the fact that some people preferred or required apartment house living rather than single family houses. Ordinary apartment houses are not permitted in single-family neighborhoods, and a separate zoning category for such multiple-family use was developed, with different standards and requirements. So, too, do mobile home parks merit a zoning classification of their own, one complete with standards and requirements suited to their unique quality. In many respects, the parallel between mobile home parks and garden-type apartment use is closer than many planning boards can easily recognize.

Now if you provide in a municipal zoning ordinance for this mobile home park zone, where do you place it in terms of the fabric of the City? Not, I would suggest, as an island somewhere out beyond the present residential area. Not as a possible use for odd bits and pieces of land so uneconomic to develop for other uses that they have lain open for years. The municipality must recognize that there is little incentive in the mobile home park operator's attempting to maintain high standards if he is forced to operate in an undesirable location.

While mobile homes are today markedly immobile - to the point where I hope soon someone will find a more descriptive name for them - still, they must be moved



at least initially on to the site. And they are - we all recognize - becoming bigger and bigger. Because of the sheer size proposition, then, locations on or near major traffic highways would seem indicated.

Here I believe the alert local planning board can accomplish two desirable purposes at the same time if they will only give the matter the thought it deserves. More and more they are being prodded to extend the commercial zone classification out along these major traffic ways. The plea is that the adjoining area is not as desirable for residential purposes as more remote subdivisions are. Therefore, why not a strip commercial pattern? The responsible planning board, however, recognizes that there is a logical limit to the amount of commercial space a community needs and will absorb, and that these newly-proposed commercial strips will almost inevitably become honky-tonk in character, providing a most unflattering approach to the community proper. They are also utterly aware that such commercial strips have little depth, and that by creating such a zone they often cut off back land from desirable development. But what, indeed, to do with such lands along the approach arteries?

I suggest that at least some of these areas may be exactly the right sites for mobile home parks. Suitable requirements would result in set backs and planting strips that would be a great improvement over the usual commercial string of neon lights and flashing billboards. Since mobile home parks, in order to be economical, require a large number of lots and therefore considerable depth, the problem of use of back land would be met.

What of the dual-purpose mobile home operation in such a scheme? We recognize that many mobile home parks are operated by people who also sell mobile homes commercially and that both functions - sales and rental of space - are carried on at the same location. Of course so far as the sales alone are concerned, they represent a commercial use and as such belong in a commercial zone. However, where the sales operation is secondary, and the major emphasis is on residential operation, it would seem to me sensible to permit limited sales within the mobile home park - provided that the units for sale were displayed as would be any new house in a subdivision - that is, on the same type and size of site as the units being occupied. No one objects to the commercial aspect involved in selling regular homes in a residential subdivision, and I think there is good argument for handling mobile home sales in the same way. For one thing, the potential buyer seeing the unit installed on its own site complete with lawn and trees about it gets a far different impression than one shopping on a hot and dusty sales lot.

The solution of the mobile home park problem is not, however, entirely a zoning one. The zoning ordinance should be confined to regulating the location

of mobile homes and mobile home parks. But even as building codes and subdivision regulations are required in addition for other types of residential development, so a community is well advised to adopt detailed mobile home parks standards if such parks are to be encouraged within the municipality. Such standards, covering sanitation, design, site location, and so forth, can be invoked whenever application is made for approval of a new mobile home park. Copies should be available, so that anyone interested can understand just what the community will require in new developments of this type. This is the democratic way, but beyond this, such standards are vital for the community if some parks are not immediately to become health menaces and blighting influences.

Fencing, landscaping, set backs, signs and lighting - as well as the minimum over-all area - may be regulated as part of a mobile home park ordinance, and a little imagination in these matters on the part of the local planning board - as well as cooperation by mobile home park developers - can result in a new type of residential development that can be a real boon to the community.

For mobile home living today performs a real function, particularly where minimal space is desired by the owner. For the young couple just starting out, for the single person wanting something more than an apartment, for the elderly couple - mobile home living is often a perfect solution. It has been said - and I believe with considerable truth - that there is far more neighborliness to be found today in the mobile home park than in most new subdivisions.

But too little attention has been paid in the past to the proper layout and location of sites for mobile home parks. This is not to discount the very profound services rendered by your Mobile Homes Research Foundation and by the Mobile Home Manufacturers Association. But more time and attention must be devoted to this subject, and local planning boards must recognize its importance.

The real problem is the danger - unless we unite in our efforts to defeat it - of creating more and more mobile home slums. This is something none of us wants. Mobile home slums inevitably hurt the mobile home business, and they also hurt lives.

Therefore I believe our basic interests and purposes - as mobile home park operators, as members of local planning boards, and as professional planners - are actually one and the same. We all desire better living accommodations for people. In order to provide these, we must employ more imagination, more ingenuity, than we often have to date. And we must do this as members of a team, working together, and not as opponents, suspecting the worst of each other.

## PUBLICATIONS OF INTEREST TO PLANNERS

- ... Civic Administration, March 1962 issue carried an informative series of articles on environmental pollution:- causes, effects, control - for air, water and soil. This is a handbook which is useful to answer the following questions and many others.

What causes environmental pollution?  
How serious is the problem in Canada?  
Who's responsible for cleaning it up?  
Why should councils be concerned?  
Where can we apply controls?

Available from: Civic Administration,  
481 University Avenue,  
Toronto, Ontario - 50¢ per copy

- ... Plan  
Town Planning Institute of Canada,  
11 Adelaide Street West,  
Toronto 1, Ontario.

Six issue of Plan have been published since its inauguration in 1959. This is a professional planning journal which is oriented to the Canadian situation in urban and regional development. It has dealt with town planning theory, the history of urban development and planning, planning law, international experience, and planning education.

Back copies are available for \$2.00 each from the Secretary-Treasurer, T.P.I.C., 11 Adelaide Street West, Toronto.

### New Planning Bibliography Released

City Planning - A Basic Bibliography of Sources and Trends by G.C. Bestor and Holway R. Jones - Publishers:- California Council of Civil Engineers and Land Surveyors, 1107 North Street, Sacramento 14, California - 1962 - 193 pp. - \$3.00

This is a complete revision of the 1957 publication on the same subject. It is a well chosen annotated list of publications which is divided into five major sections.

- Section 1 - On the nature and form of cities  
2 - The History of Cities and City Planning  
3 - Contemporary City Planning: Nature, Function, Process  
4 - Education for Planning  
5 - General Bibliographies

Section 3 - Contemporary City Planning, which takes up the bulk in this publication, is subdivided into six parts which are again subdivided -

- Part A - The Nature of City Planning and its Function in Local Government
- Part B - The General Plan: Theory and Example
- Part C - City Planning Analysis
- Part D - Elements of the General Plan: Analysis and Design
- Part E - Other Design Considerations (Landscape Architecture, Street Trees)
- Part F - Urban Planning in the Metropolitan Context
- Part G - Effectuation: Translating the Plan into Action

This is a bibliography which every professional planner should purchase and even though it is a large comprehensive bibliography - it is so well organized and annotated that a planning board should have no trouble using it.

## PLANNING ADVISORY SERVICE INFORMATION REPORTS RELEASED FOR SALE

Eleven Planning Advisory Service Information Reports published in 1957 are available for general sale at \$5 each (\$3 to Planning Advisory Service subscribers). These monthly reports provided as a part of a subscription to ASPO's Planning Advisory Service are restricted to subscribers for five years. The eleven are:

The Restoration of Nonconforming Uses (No. 94). January 1957. 21 pp. Pitfalls encountered in writing definitions of nonconforming uses and zoning ordinance provisions for the repair or elimination of damaged nonconforming structures.

Sidewalks in the Suburbs (No. 95). February 1957. 19 pp. Needs for convenience and safety; design standards; financing; responsibility for maintenance.

New Developments in Architectural Control (No. 96). March 1957. 25 pp. Standards for architectural boards of review in deciding what is acceptable.

Funeral Homes (No. 97). April 1957. 23 pp. Zoning considerations and court decisions.

Fire House Location Planning (No. 98). May 1957. 22 pp. Distribution; site selection; standards; timing; financing.



Towards More Readable Ordinances (No. 99). June 1957. 13 pp. Designing a format that makes an ordinance easier to read - without adding to the cost. Examples of good formats.

Planning in Urban Renewal (No. 100). June 1957. 13 pp. Basic concepts of renewal in relation to planning, some of the issues as seen by a planner involved in a local program.

Subdivision Design - Some New Developments (No. 102). September 1957. 15 pp. New regulations and ideas; street and lot arrangement alongside freeways, railroads, and other major traffic arteries; planting strips; superblocs.

Outdoor Advertising (No. 103). October 1957. 33 pp. Theory of sign regulation; definitions; types of regulation in business and industrial areas and along highways.

Industrial Renewal Research (No. 104). November 1957. 23 pp. Problems of industrial area renewal emphasizing techniques to measure blighting factors; examples of surveys and research in several cities.

Rooming Houses (No. 105). December 1957. 17 pp. Definitions; zone location; zoning for fraternity houses.

The above reports are available from: - A.S.P.O., 1313 East 60th Street,  
Chicago 37, Illinois.





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NEWSLETTER

PERIODICALS READING R  
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# ONTARIO PLANNING

Vol. 9, No. 5, May, 1962



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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HON. FRED M. CASS, Q.C. MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

# HIGHLIGHTS OF COMMUNITY PLANNING ACTIVITIES IN ONTARIO, 1961

## PLANNING AREAS AND PLANNING BOARDS

Planning areas embracing two or more local municipalities are known as joint planning areas. Two joint planning areas (the Tilbury and District Planning Area and the St. Mary's and District Planning Area) were defined in 1961, compared with 8 in 1960.

Subsidiary planning areas usually cover only one municipality and are located within a joint planning area, resulting in a two-tier planning organization. During 1961 there were 13 subsidiary planning areas defined, compared with 8 in 1960. These new subsidiary planning areas are as follows:

Bleazard	City of London	Township of Whitney
Township of Capreol	Chelmsford	Elora
Dowling	Town of Lindsay	Township of Brant
Mimico	West Gwillimbury	Blanshard
		Windham

Where a planning area embraces only one local municipality and is not within a joint planning area, it is known as a single independent planning area.

The year 1961 saw 5 of these defined, compared with 7 in 1960. The 5 new ones are:

Township of Dereham  
Medora and Wood  
Township of Downie  
Mulmur  
Stittsville

Six existing planning areas were enlarged in 1961 (the same number as in 1960) and 4 were dissolved (7 in 1960).

Since 1946, when the present legislation for establishing planning areas and planning boards came into effect, there has been a steady increase in the

number of planning areas created. At the end of 1961 the situation was as follows:

Single Independent Planning Areas	-- 159
Subsidiary Planning Areas	-- 117
Joint Planning Areas	-- 74
	<u>350</u>

Planning Areas Defined, Altered, or Dissolved, 1946-1961

The following table shows for each of the years since 1946 the number of planning areas of each type defined, the number of planning areas the boundaries of which have been altered, planning areas dissolved, and net change in number of planning areas:

<u>Year</u>	<u>Single Independent</u>	<u>Joint</u>	<u>Subsidiary</u>	<u>Total</u>	<u>Planning Areas Altered</u>	<u>Planning Areas Dissolved</u>
1946	11	8	4	23	-	-
1947	18	12	7	37	-	-
1948	7	5	4	16	1	1
1949	8	4	2	14	-	1
1950	12	4	3	19	4	-
1951	9	2	4	15	4	-
1952	4	2	3	9	3	1
1953	18	6	6	30	3	1
1954	11	2	8	21	3	1
1955	26	-	10	36	1	2
1956	34	1	2	37	6	1
1957	17	9	4	30	3	1
1958	10	7	2	19	2	1
1959	13	6	3	22	5	3
1960	7		8	23	6	4
1961	5	2	13	20	6	4

Municipalities wholly or partially within planning areas as of  
December 31, 1957 to 1961

	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
Cities	29	29	30	30	30
Towns	99	102	106	115	115
Villages	45	49	48	51	55
Incorporated Townships	171	186	199	220	220
Unorganized Townships	23	23	26	34	32
Improvement Districts	5	5	4	5	5
Metropolitan Municipalities	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>
Totals	373	395	414	456	458

## OFFICIAL PLANS

During 1961, official plans were approved for the following seven planning areas:

Hagersville and Suburban	City of Chatham
Trenton and Suburban	City of London
Anderdon	Neebing
Fort Frances	

These brought the number of official plans in force at the end of 1961 to a total of 105, covering all or parts of 130 municipalities.

Naturally not all official plans or amendments are approved as originally drafted.

For the last five years:

	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
(a) Official Plans Approved	5	10	7	9	7
(b) Amendments Approved	113	119	108	123	150
(c) Applications Refused or Not Recommended	2	1	5	2	2
(d) Applications Withdrawn or Abandoned	<u>8</u>	<u>4</u>	<u>8</u>	<u>8</u>	<u>13</u>
Totals	128	134	128	142	172



During 1961, 44 applications for the approval of official plans or amendments were referred to the Ontario Municipal Board under section 34 of The Planning Act, compared with 25 in 1960.

## ZONING BY-LAWS

As it does in connection with most of its other activities, the Branch maintains an advisory service in regard to zoning by-laws and other regulation of the use of land or the erection and use of buildings. In addition to the large number of consultations with representatives of municipalities and planning boards, the Branch furnished written comment to such bodies on 834 by-laws in 1961. The 1960 figure was 595.

The situation in Ontario in regard to the regulation of land use in the interest of sound community development is encouraging. At the end of 1961, at least 386 municipalities, or 30.5% of the 976 municipalities in the Province, including counties, had enacted zoning by-laws -- all the cities, 57.9% of the towns, 26.3% of the villages, 33.4% of the townships and 25% of the improvement districts. Incidentally, counties have control over land use and the placing of buildings within 150 feet of all county roads.

Not all of these municipalities have zoning by-laws of high quality. However, 134 of the 360 municipalities have comprehensive zoning by-laws covering the entire municipality, which divide it into land-use zones and establish regulations on the use of land and the erection and use of buildings.

All zoning by-laws and amending by-laws require the approval of the Ontario Municipal Board. At the request of the Board the Community Planning Branch reviews all by-laws and amending by-laws submitted to the Ontario Municipal Board

for approval. During 1961, the Branch commented to the Ontario Municipal Board on 899 by-laws and amending by-laws, compared with 628 in 1960.

## COMMITTEES OF ADJUSTMENT

Committees of adjustment consisting of three or more members are appointed under The Planning Act by the municipal council but may be established only where the municipality has an official plan which has been implemented by one or more by-laws. During 1961, seven new such committees were formed -- in Darlington, Fort Frances, Long Branch, Nipigon, Shuniah, Trenton, and Vaughan. This brought to 74 the total number of committees in existence at the end of the year.

The Community Planning Branch reviews all decisions of all committees of adjustment and in certain cases recommends that the decision be appealed. During 1961, the Branch reviewed 2,611 decisions, a substantial increase from the 2,072 of 1960. The number of decisions appealed by the Minister in 1961 was 10, one less than the figure for 1960. Applicants to committees of adjustment appealed 71 decisions -- two more than in 1960. Persons other than those already noted appealed 35 decisions in 1961 -- compared with 31 in 1960. The total number of appeals in 1961 was 116 or 4.4% of the total number of decisions for the year -- compared with 5.3% in 1960.

## URBAN RENEWAL

Interest in improving the built-up portions of Ontario communities and in preventing blight through various renewal programmes continued to increase during 1961. The Branch actively fostered this interest through publications, visits to municipalities, participation in conferences, and other means. There is a

growing awareness of the need for urban renewal programmes to encompass commercial and industrial, as well as residential districts and there is an increasing concern for ensuring that redevelopment projects are complemented by rehabilitation and conservation activities in adjoining areas.

#### URBAN RENEWAL STUDIES

Urban Renewal Studies that are approved by the Province and by Central Mortgage and Housing Corporation are eligible for financial assistance from C.M.H.C. to 75% of the cost of the study. In 1961, approved studies were under way in Ottawa, Niagara Falls, and Sudbury and at year's end a study for Brantford had been approved by the Province and was awaiting C.M.H.C. action. The Community Planning Branch, together with C.M.H.C. and the municipality, is represented on a joint liaison committee that supervises the conduct of each of the studies that are under way.

#### REDEVELOPMENT

Redevelopment areas were designated, with the Minister's approval, in the Township of Sandwich West and in Hamilton during 1961 and approval was given to the acquisition and clearance of redevelopment areas in Sandwich West and Trafalgar Townships. Provincial grants in aid of the acquisition and clearance of redevelopment areas were approved in 1961 for projects in Hamilton and Windsor. By the end of the year, approval in principle had been given to further grants in aid for projects in Toronto and Kingston.

## MINIMUM STANDARDS STUDY

At the end of 1961, the study of minimum standards of occupancy and maintenance of dwellings being conducted by the Branch was still under way. This study was commenced in 1959 with 75% of its cost (estimated to be \$32,000) being borne by C.M.H.C., the remaining 25% by the Province. Its purpose is to find out more about the causes of blight, to discover how existing powers available to municipalities can be used to maintain acceptable standards of occupancy and maintenance of dwellings, and to determine what additional powers, if any, should be made available. The study is expected to produce a model set of minimum standards and to develop a study technique that might be used for this type of problem generally.

Two interim reports and a supplementary report have been issued in connection with this study and the final report was nearing completion at the end of 1961.

## LAND SUBDIVISION

### AREAS OF SUBDIVISION CONTROL

During 1961, 4 towns, 3 villages, 13 townships for the first time passed by-laws designating areas of subdivision control. This brings the number of municipalities having such areas of control up to a total of 355.

According to The Planning Act, all by-laws altering or dissolving areas of



subdivision control require the approval of the Minister. During 1961, 4 cities, 7 towns, 3 villages, and 23 townships altered areas of subdivision control with the Minister's approval.

Section 26(3) of The Planning Act provides certain exemptions from the requirement that a plan of subdivision must be approved and registered in areas of subdivision control when a parcel of land is to be divided into two or more lots or blocks. Planning boards may grant consent to the creation of individual lots. Where there is no planning board the Minister has the authority to give consent. In 1961 there were 311 applications for consent received by the Minister, compared with 306 in 1960. There were 256 consents granted by the Minister in 1961 -- 12 less than in 1960.

#### APPROVAL OF PLANS OF SUBDIVISION

During 1961, there were 671 applications for approval of draft plans of subdivision received. There were also 143 revised draft plans submitted making a total of 814 submissions. Total submissions in 1960 numbered 1,060.

There were 632 draft plans of subdivision approved in 1961 and 633 final plans approved. Corresponding figures for 1960 were 804 and 814.

#### LANDS FOR PUBLIC PURPOSES (FIVE-PERCENT LANDS)

The Planning Act authorizes the Minister of Municipal Affairs to require as a condition to the approval of a plan of subdivision that land to an amount not exceeding five percent of that in the plan to be conveyed to the municipality for public purposes other than highways. The Minister may alternatively authorize payment of money to the municipality in lieu of the usual conveyance.

All money so received must be expended only for the purchase of alternative lands for public purposes. It is generally accepted that such lands are intended for parks, recreational areas, etc.

During 1961, the Minister authorized the acceptance by municipalities of payments of money in lieu of the conveyance of land in 51 instances for a total amount of \$438,249. The total amount involved in the 28 transactions approved in 1960 was \$515,098.50. The Minister also approved 48 sales of five-percent land in 1961 for a total amount in excess of \$634,808, and 35 purchases of alternative park areas for a total amount in excess of \$980,016. Comparable figures for sales and purchases in 1960 were \$484,428.57 and \$361,870.70. The total number of transactions in all three categories was thus 134 for a total amount of over \$2,053,073. In 1960, 143 transactions were approved for an amount in excess of \$1,361,397.67. Exact amounts cannot be given, because exchanges of land are handled as sales and purchases and, where the values of lands being exchanged are equal, no sale or purchase prices are included in the approval.

## REGIONAL STUDIES

The first area studied was that part of the valley of the St. Lawrence River most directly affected by the power and seaway projects. The Hydro-Electric Power Commission of Ontario and the local municipalities were involved in the relocation of communities that were to be flooded, and the study was intended to produce information of vital importance in dealing with the many problems that resulted from this huge undertaking. Later, a similar study was made of

the Niagara Peninsula and a brief study of the Sudbury and Bleazard Valley area. Reports issued on various aspects of these studies are in considerable demand.=

A study of the area between Hamilton and Oshawa has been started but shortage of staff has brought it to a virtual standstill.

A special study of commercial land uses in urban areas was commenced in the summer of 1961. This study promises to be very useful in determining the amounts of land that should be allocated for commercial use and the range of intensity of the use of commercial land that is likely to develop. A study of development in the Ottawa area was undertaken in 1961 and the mapping of population density in Ontario in 1956 and the change in density between 1951 and 1956 was completed.

## FIELD SERVICE AND CONFERENCES

As noted elsewhere the Branch is required to devote considerable time to advising municipalities, planning boards and other agencies on various procedural and technical aspects of community planning. The Branch also convenes conferences and planning workshops and prepares and distributes manuals and other publications containing useful information and ideas to those locally responsible for planning activities.

During 1961, officials of the Branch paid some 533 visits to 244 communities. This again was a drop from the previous year, caused by the increased volume of administrative work that made it necessary to curtail many visits that had been requested by various communities.

During 1961, five planning workshops were held. These were held at Cornwall, Newmarket, Goderich, Cobourg, and Timmins. In the aggregate, some 72 municipalities participated, represented by nearly 350 persons in planning organizations or in municipal life. There are always far more requests for these planning workshops than the resources of the Branch can satisfy.

Since 1958, the Branch has been holding two planning conferences each year for representatives from the staffs of the planning boards in the Province with full-time staffs. The advantages to both parties are fairly obvious. During 1961, the usual two conferences were held. At the first one 47 attended representing 27 planning boards. At the second 46 attended, representing 26 planning boards.

On April 18 and 19, 1961, the Branch sponsored for the first time a conference of planning consultants. A total of 24 persons in the private planning consulting field attended, in addition to several members of the staff of the Branch. Considerable attention was devoted to the procedures for obtaining approvals under The Planning Act. The conference was valuable in that it afforded an opportunity for an exchange of views between the Branch and most of the consulting firms operating in the Province on many aspects of planning procedures.

## PUBLICATIONS

The Branch places considerable value on its publications of various kinds, disseminating procedural and technical information to local officials and supplementing such information as may be available to them from outside sources.

ONTARIO PLANNING is a "workhorse" publication, inexpensively produced within the



Department and serving as an economical and effective means of channelling important information to planning boards, committees of adjustment and municipal councillors and officials. Eight issues were published in 1961, one more than in 1960.

In each year that there are amendments to The Planning Act, an office consolidation is prepared and copies sent to planning boards, committees of adjustment, municipal councils, surveyors, planning consultants, and various officials and others who use the Act frequently. This is a valuable service and much appreciated. A new consolidation was prepared after the first session of the Legislature in 1961, of which 11,000 copies were printed.

The following are some of the new or revised publications issued by the Branch in 1961.

1. Urban Renewal Notes (revision) - 60 pp. - 500 copies
2. Niagara Area - Changing Land Uses - 12 pp. - 5,500 copies
3. Directory of Planning Areas, Planning Boards, and Committees of Adjustment - 112 pp. - 300 copies
4. Bibliography of Theses on Planning Subjects - 38 pp. - 500 copies
5. Notices of Changes in The Planning Act - 2 pp. - 5,000 copies
6. Summary of Amendments to The Planning Act in 1961 - 2 pp. - 1,600 copies
7. Standardized Legend, Official Plans and Zoning By-laws - 13 pp. - 150 copies
8. Draft of Format of Amendments to Official Plans and Systems of Numbering Amendments - 8 pp. - 140 copies
9. Urban Renewal: Where it is Needed, How it is Handled, What it can do - 8 pp. - 50 copies
10. A Better Place to Live - Second Interim Report of the Study of Minimum

Standards of Occupancy and Maintenance of Dwellings - 130 pp. - 1,000 copies

11. St. Lawrence Area: Recreation (revision) - 70 pp. - 250 copies
12. Housing Code Programs. This is a supplementary report produced by the Study of Minimum Standards of Occupancy and Maintenance of Dwellings - 69 pp. - 600 copies.

The Branch has copies of over 40 publications available for general or limited distribution, in addition to back issues of ONTARIO PLANNING. Many are published by the Branch, others by various other organizations.









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ONTARIO PLANNING  
"1" NEWSLETTER

# ONTARIO PLANNING

Vol. 9, No. 6, June - July, 1962



DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

# PLANNING BOARDS IN ONTARIO

An address by Dr. Lorne R. Cumming,  
M.A., Q.C., Deputy Minister, Ontario  
Department of Municipal Affairs, at a  
conference on Planning Problems and  
Progress sponsored by the Ontario  
Division, Community Planning Association  
of Canada, June, 1962.

The Ontario Division of the Community Planning Association of Canada is to be commended for devoting its attention to the important problems facing planning boards in this Province. We in the Department of Municipal Affairs are acutely aware of most of these problems - perhaps even more aware of them than are the individual members of planning boards themselves, because we see the same problem popping up in various parts of Ontario - and we certainly welcome any help we can get in solving them.

No doubt you have managed to dissect the planning board in Ontario very thoroughly during your various sessions today, and perhaps the discussions during the afternoon on "What are the Solutions" have resolved all of the problems of planning boards so that the Department can direct its attention to a few issues in other fields that are giving us some trouble. I suspect that you have not been quite that successful, however, and that there are a few unsolved questions left.

I have had a good deal to do with planning boards over the past decade and a half and I sometimes think that there cannot be any problems facing planning boards that I have not had to grapple with at one time or another. The difficulties are obviously real ones - your deliberations today will have demonstrated this - and they demand solutions. However, there are bound to be problems and difficulties and frustrations in carrying out such important functions as the conducting of planning programmes for communities undergoing rapid change, no matter what type of planning organization is adopted. While we must be diligent in seeking solutions, let us not delude ourselves into believing that a few minor or major changes in the organization for planning will make planning an easy and painless process.



Understandably, your conference will likely concentrate on the problems of planning boards, but I hope that your discussions today and tomorrow will bring out the significant contribution that has been made by the members and staffs of planning boards toward the improvement of many of our Ontario communities. There are hundreds of intelligent, sincere, and conscientious men and women serving on planning boards in this Province. Almost all of these people knew little or nothing about planning when they were first appointed as members of a planning board and relatively few of the planning boards to which they were appointed have had the services of technically qualified planning staff. Despite these handicaps, they have worked hard and to good purpose. Many communities would be far less attractive than they are, would be far less efficient, and would cost far more to operate if it had not been for the efforts of these community-spirited citizens. They are deserving of great credit for what they have done and for what they are doing. All too often their reward has been sharp criticism from those who have not understood what they were attempting to do or who have not appreciated the difficulties in the way of good planning.

I do not want to give the impression that I think that all members of all planning boards are doing an exemplary job and that all of the problems result from failure on the part of councils or the general public to support planning programmes. That is not the case.

A few months ago, a rough classification was made of the 350 planning areas in existence at the beginning of this year. This classification was based on information in the files of the Community Planning Branch and on the subjective evaluations of members of the staff of the Branch who have been in correspondence with the various planning boards or who have visited the communities concerned.

The figures indicate that planning boards are inactive or non-existent in more than 70 of these 350 planning areas and we have no record of any planning activity on the part of a further 80 planning boards, although the appointment of members is being kept up to date in this latter group. Another 50 planning boards appear to be confining their activities to granting consents for transfers or leasing of land in areas of subdivision control. About 60 more planning boards have full-time staff without any formal technical qualifications to the best of our knowledge, or they nominally employ a planning consultant - or have full-time staff and a consultant - but we have no indication of any significant planning programme being conducted. Only the remaining 80 or 90 planning boards seem to be embarked upon a positive planning programme, and only 23 of these employed full-time, technically qualified planning staff.

As I have indicated, the classification we made was based on incomplete information and incorporated a considerable element of subjectivity, hence the figures it produced are only approximations. They are close enough, however, to indicate an unsatisfactory level of planning activity - both in terms of quantity and quality - on the part of planning boards in this Province. While we can point to over 350 planning areas having been defined now, embracing over 80 % of the population of Ontario, only about one-quarter of these seem to be carrying out an effective planning programme and less than 7% employ a full-time, technically-qualified planning staff. Admittedly, most of the large centres are included in this group, so that a substantial part of the population of the Province has some technical planning service.

I want to emphasize the importance of technically qualified staff. Some people say that planning is simply the application of common sense, but there is more to it than that. An effective planning programme for most communities that are undergoing any significant change requires the know-how that can be obtained only through thorough training or through long experience - or both. I appreciate that the hiring of planners with the requisite professional qualifications costs money, but planning is sufficiently important to warrant the spending of money on it. Anyway, I have no doubt that a sound planning programme, properly implemented, will save the community far more money than the programme will cost.

It might be argued that the communities requiring technical planning assistance either have qualified personnel on staff or are too small to be able to afford to hire professional planners. The record shows that many communities that unquestionably require technical planning assistance and have the financial resources to employ professional staff have not done so. As to less densely populated municipalities, their planning problems are usually common to their neighbours, and the creation of a joint planning board permits the pooling of financial resources so that in most cases the hiring of at least one competent planner is a practical possibility in many cases. Incidentally, there has been an encouraging increase in interest in establishing joint planning boards over the past two or three years and it is possible that we may see planning boards formed on a county basis before long.

We are all prone to look for excuses to explain away our failures. It is not surprising then, that those involved in the planning process and others who are genuinely interested in seeing more, and better, planning in Ontario communities should tend to find fault with the legislation, or with the form of planning organization, or even with the attitude of the Provincial Government.

While the planning legislation in this Province may fall short of perfection, and while the Department receives many suggestions for amendments, most of these are minor in nature and do not attack the basic principles of the legislation. It is interesting to note that our Planning Act has been paid the compliment of having had many of its features adopted by other Canadian provinces and some of our friends in the United States, where the constitutional situation is different, have expressed envy at our legislation. The Legislature is constantly trying to improve this important statute, as is witnessed by the fact that there have been only two years in which there have been no amendments to the Act since it was first passed in 1946.

The attitude of the Provincial Government towards community planning is indicated by the transfer of the Community Planning Branch to the Department of Municipal Affairs two years ago. This has served to integrate the activities of the Branch with those of the other parts of this Department, a major function of which is to advise and otherwise assist municipalities in coping with their increasingly complex responsibilities. The transfer also serves to emphasize that planning is regarded as an important municipal responsibility.

Since the transfer of the Community Planning Branch to the Department of Municipal Affairs, administrative policies and procedures have been modified, the Branch's internal organization has been changed, and additional technically qualified staff is being employed. These developments are all intended to streamline and expedite the handling of various types of application by the Branch and to enable the Branch to offer more advice and other assistance to planning boards. We expect to be able to maintain a much closer contact between planning boards and the Branch in the future. We hope and believe that this will make a positive contribution to the improvement of the quantity and quality of community planning in the Province.

I suppose that some of the problems of planning boards that you will have considered today will have centred around the relationship between the planning board and the municipal council. This relationship can be crucial to the success of a planning programme. It can be disrupted by the failure of members of council to understand the functions that the planning board is intended to perform but it is perhaps even more likely to be upset by the planning board misconceiving its duties vis-a-vis those of the council. After all, councils have been in existence far longer than planning boards and councillors, by and large, have had far more experience at being councillors than members of planning boards have had at being members of planning boards. Also, councillors become councillors through the process of winning elections. This



is bound to imbue a degree of political realism that does not necessarily come to the member of a planning board who has achieved his position through the less chancy process of appointment.

In most of the matters with which planning boards are concerned, it is the municipal council that must make the effective decisions. The planning board, through its staff, where it has one, is expected to collect relevant information about the matter, subject it to analysis, and come up with a recommendation to council. This can place the planning board in the happy position of making a great many imaginative - and perhaps expensive and impractical - recommendations without any thought as to their feasibility, leaving the onus on council to reject them out of hand or to modify them so that they are realistic in terms of the resources of the community and the attitudes of its citizens. This is irresponsibility on the part of the planning board and will do a disservice to planning.

What I am getting at is that planning boards must act responsibly. "Make no little plans" may be a wise dictum, but making sure that the big plans we make bear some reasonable relationship to the political and economic realities of the communities for which they are intended is equally important. The planning board that sets a succession of colourful but half-baked schemes before council is not carrying out its functions responsibly and can hardly complain if the council tends to pay little or no attention to its proposals.

Planning boards can err on the other side, too, of course. The planning board that advances only those proposals that it is almost certain that the council will accept without question or criticism is not doing its job at all. Planning boards, being appointed bodies, can afford to display a degree of courage in advancing politically unpopular proposals that would be extravagant luxuries to elected councils. This advantage of planning boards is probably an important reason for establishing - and retaining - the provision for appointed planning boards in Ontario. Councils are likely to consider first what is politically acceptable while planning boards can place this consideration second. The planning board can look first at what is most desirable, within the resources of the community. Therefore, I urge planning boards to display courage in advancing to council proposals that are sound but may not be politically popular. Let council take the responsibility for rejecting such proposals - if, indeed, they are rejected: the planning board may be surprised to find that council will match courage with courage and adopt some of its controversial proposals.



Let me remind you again, however, that the planning board has an obligation to act responsibly. The planning board that goes to the public to gain support for a proposal rejected by council or considered likely to be rejected by council is entering the field of partisan politics and must expect to take the consequences, particularly if its campaign is unsuccessful.

There will be many times when a planning board will take courage in both hands and present a proposal to council that the planning board feels to be soundly conceived but that is rejected by council, for one reason or another. The planning board then has several alternatives. It can retire to a corner and sulk, resolving in future to propose only such schemes as are certain to find favour with the council - with the result that imaginative planning in that community virtually ceases. Or it can rend its garments, ventilate publicly its grievance with council, and resign - leaving the community without a planning agency, for a time, at least. This might be justified under some circumstances, but should be resorted to only after the most serious provocation. I think there is another alternative, better than either of these. The planning board should carefully reconsider its position and, if still convinced that its proposal was desirable and feasible, should re-examine its approach to determine why it was unsuccessful in persuading the council to its point of view. This may or may not result in a new, more successful approach to council on the rejected issue; it is likely to lead to a more effective relationship with the council on future issues.

In thinking about the relationship between planning board and council we should consider the question of including municipal councillors on the membership of planning boards. The Planning Act requires that at least one member of council be on the planning board because it stipulates that the head of the council of the designated municipality shall be a member *ex officio*. It also provides that the members of a planning board who are members of a municipal council shall not constitute a majority of members of the planning board. This still leaves some latitude as to how many councillors should be appointed to the planning board.

Each community will have to decide this question for itself, within the terms of the Act, but certain factors deserve consideration. If councillors are appointed up to the limit permitted, this may include a majority of the members of council in some municipalities, thus getting away from the apparent intention of the Act to relieve the municipal councillors of the tasks assigned to planning boards and to leave these tasks in the hands of public-spirited citizens from outside the council. On the other hand, if there are no members of

council on the board other than the head of the council or his substitute, the planning board may have difficulty in determining the temper of council and its likely attitude to proposals that are being formulated. The absence of councillors may also hamper communications between planning board and council and it may also deprive the planning board of valuable advocates for its policies in council.

Let us think for a few moments about the relationship between the planning board and its planning staff, where it has one. Surely the average age of planners must be lower than that of any other professions, and sometimes this youthfulness combines with enthusiasm to obscure that touch of humility that is such an attractive quality in anybody - and that is particularly endearing in those who have a hand in shaping the destiny or environment of others. Youthfulness and enthusiasm are themselves highly desirable qualities, of course, and it would be a great loss if the one were wasted and the other stifled as the result of lack of patience or tact on the part of the planning staff. I think planning boards have a responsibility in this connection.

The planning board may find itself in the middle when misunderstandings or strained relations develop between the planning staff on the one hand and the council or general public on the other. Being in the middle may not be a very comfortable position, but it may enable the planning board to restore equanimity. More important, the planning board should try to forestall situations of this kind by tempering the enthusiasm and occasional impatience of the planning staff. It can also ensure that proposals that are advanced have some regard to the attitudes of council and the spirit of the community - the political facts of life, if you will. The planning board can help to interpret the proposals of its staff to the council and to the general public, so that the proposals are better understood by the layman and will thus be more likely to be accepted. The planning board will also have many occasions to offer support and encouragement to the staff when frustration seems all around.

It is part of the job of the planning board to obtain the participation and co-operation of the public in determining the solution of problems or matters affecting the development of the community. I must confess that I feel that many planning boards have been woefully derelict in this duty. I cannot stress too strongly the importance of educating the general public in planning matters. Regardless what kind of planning organization is established, planning will not be effective if it is not sufficiently understood and supported by the municipal council, by municipal officials, and by at least the important segments of the general public.

While these public educational activities in the community are primarily the responsibility of the planning board, C.P.A.C. can make a valuable contribution. There are many misconceptions about planning that can be corrected much more readily by the informed layman outside of the planning organization than by professional planners or by members of planning boards. Also, public education is only one of the responsibilities of the planning boards - albeit an important one - and at best most planning boards will be able to devote only limited resources to informing the public about planning generally. I think that undertaking some of these public educational activities in various communities across the Province, co-ordinated with the programmes of planning boards where they exist, is the most important work that C.P.A.C. can do.

As long as our communities grow and change, planning will be needed - and I think we can rest assured that the process of change will go on for a long, long time. The factors that make planning necessary also make it difficult -- difficult as a technical process because of the increasingly complex nature of our communities and difficult because it impinges more directly on the activities and interests of large numbers of individuals in the community. While planning is not new, it is new to many people and is often identified with restrictions on persons and property. It is always wise to keep a critical eye on the instruments and agencies we use to accomplish our various purposes but we should not allow ourselves to conclude that planning can be made easy by correcting real or imaginary faults in our organization for planning. Planning will never be easy. We must press on with our principal jobs - planning and obtaining public support for planning. Much has been accomplished - more, perhaps, than many people realise - but a great deal remains to be done. I am sure that you share my concern that progress is not fast enough in many areas, hence your attendance at these two days of discussions.

In conclusion, let me correct any impression that I may have left with you that we in the Department are completely satisfied with the machinery for community planning that is established by The Planning Act. While planning boards have been operating under the Act for more than 15 years they are still on trial, in a sense. Planning is too important a function to be left undone, and if individual planning boards, or planning boards generally, fail to measure up to their responsibilities they may have to be dissolved and some other approach tried. There is ample proof that the machinery for planning can work, however, and we want to improve this machinery in any way possible. I can assure you that any ideas that come to us from your conference will be given the most careful consideration.



IF BUILDINGS IN YOUR MUNICIPALITY SOON BEGIN TO LOOK LIKE THIS



THIS BUILDING COULD BE U N S A F E

1. BASIC STRUCTURE IS WEAK

- ROOF HAS SAGGED
- WALLS HAVE TWISTED
- FOOTINGS HAVE TILTED

2. FIRE HAZARDS EXIST

- EXITS ARE BADLY LOCATED
- WALLS NOT CONSTRUCTED TO RESIST FIRE SPREAD
- STOVE FLUE IS DANGEROUS

3. HEALTH HAZARDS EXIST

- SMALL WINDOWS MEAN DARK INTERIOR
- VENTILATION INADEQUATE





## BRIEFLY NOTED

### . . . PLANNING STAFF

L. O. Gertler was recently appointed deputy commission of planning, City of Toronto. He succeeds Harry N. Lash who is now planning consultant, Montreal city planning department. Mr. Gertler was formerly director of the Edmonton District Planning Commission and for the past two years has been director of long-range planning, Toronto city planning department.

Murray V. Jones has resigned as planning commissioner to go into private business as a planning consultant. Mr. Jones is a graduate of the University of New Brunswick and attended McGill University on a Central Mortgage and Housing Corporation community planning fellowship after three years military service in the Second World War. In 1951, he was appointed Toronto Township planning director and in 1954 he joined the staff of the Metropolitan Toronto Planning Board and became planning commissioner the following year.

Eli Comay was recently appointed planning commissioner, Metropolitan Toronto Planning Board, replacing Murray Jones. Mr. Comay has been deputy commissioner for the past two years. Since 1955, Mr. Comay has been director of the land-use division of the Metropolitan Toronto planning department.

Mr. Comay attended Wayne University, Detroit; the University of Chicago; and Harvard University. He was formerly employed with the Chicago Planning Commission and the Chicago Land Clearance Commission.

Roger E. Roberts was recently appointed planning director, Town of Burlington's Planning Department. Mr. Roberts formerly was Supervisor, Official Plans Group, Community Planning Branch.

Mr. Roberts was born in Bulawayo, Southern Rhodesia and was matriculated from the Bulawayo Technical High School. From 1941 to 1953, he worked for the Southern Rhodesia Government Planning Department and from 1950 to 1953, was Regional Planning Officer to the Salisbury Region. Mr. Roberts studied with the College of Estate Management, London, England and obtained the diploma of the Town Planning Institute of Great Britain in 1949. In 1950 he was elected to associate membership of the Town Planning Institute.

Mr. Roberts joined the Community Planning Branch, Ontario Department of Planning and Development in April 1953 and was with the Subdivision Section and the Zoning Section. In August, 1956 he was transferred to the Official Plans Section as section head. Mr. G.K. Bain is now supervisor, Official Plans Group, Community Planning Branch replacing Mr. Roberts.

L. R. Keddy has recently been appointed acting director of planning and urban renewal, City of Windsor. Mr. Keddy was born in Berwick, Nova Scotia and was graduated from Arcadia University and the University of New Brunswick with a B.Sc. in Civil Engineering. For the past four years he has been employed with the City of Windsor, Building Department as Deputy Building Commissioner.

Alfred Davey, former planning director, City of Windsor, has accepted a position with the Planning Department, City of Austin, Texas.

William George Biggs was killed in an automobile accident on June 22, 1962. He was employed as a consultant with Dryden and Smith, Planning Consultants, Kitchener, Ontario.

Mr. Biggs was born in North Bay where he received his primary and secondary schooling. He was graduated from the Ontario Agricultural College, Guelph, Ontario with a degree of B.S.A. (Agriculture). He later was graduated from Harvard University with a degree of M.L.A. (Landscape Architecture).

Mr. Biggs was a navigation officer, R.C.A.F. in the European Theatre, 1941-1945. For ten years he was in private practice in landscape architecture in Hamilton and in 1956 worked for one year with the Toronto Township Planning Department.

From 1957 to the time of his death, he was employed as a consultant with Dryden and Smith, Planning Consultants, Kitchener. During this time, he was also secretary-treasurer Kitchener Planning Board, 1958-60; secretary-treasurer-treasurer, Kitchener-Waterloo and Suburban Planning Board, 1959-62; and secretary-treasurer, Waterloo County Area Research Committee, 1961-62.

. . . NEW BRANCH STAFF MEMBERS

Peter Cridland was born in London, England, and received the degree of B.Sc. (City Planning), University of Illinois. He was formerly employed with Don Mills Development; C.G. Bassett, Planning Consultant, Champaign, Illinois; and latterly with Central Mortgage and Housing Corporation, Ontario Regional Office, Toronto. In June, 1962, he joined the Design Group, Community Planning Branch.

R. Gorden Miles was born and educated in Brantford, Ontario, and was graduated from McGill University, Montreal, with a B.A. in Social Science. In 1962, he received his diploma in Town and Regional Planning from the University of Toronto. Previously Mr. Miles worked in surveying and engineering in the Provinces of Ontario and Quebec. In May, 1962, he joined the Subdivisions Group, Community Planning Branch.

Dr. Albert Viczian was born in Budapest, Hungary, and received his degree of Doctor of Political Sciences, University of Budapest, in 1933. He also holds diplomas of Public Administration and Statistical Sciences. Dr. Viczian worked for eleven years in public administration in Hungary. From 1945 to 1951, Dr. Viczian worked in Germany and England and came to Canada in 1952. In 1962, he received his diploma in Town and Regional Planning from the University of Toronto. At present, Dr. Viczian is working in the Administrative Services Section of the Branch.

C. Ross Anderson was born in Toronto, Ontario. From 1945-1946 he served with the Royal Canadian Navy.

In 1951, Mr. Anderson received the diploma, Bachelor of Architecture from the University of Toronto. In 1954 he received the R.A.I.C. College of Fellows Scholarship for post-graduate studies and in 1956 received the diploma, Master of Architecture, University of Toronto. He was a visiting lecturer, assistant professor and critic at the Universities of Manitoba, Kansas and Syracuse in 1957-'58, 1958-'61 and 1961, respectively.

In addition Mr. Anderson was on the staff of architectural firms in Quebec, Switzerland and Toronto.

In 1960-61 Mr. Anderson was employed as an associate planner with an architectural firm in Kansas.

Along with his many activities in the architectural and planning fields he has found time to contribute articles to the Journal of the Royal Architectural Institute of Canada, The Canadian Architect and Habitat to mention only a few.

Mr. Anderson joined the Community Planning Branch, Extension Section June, 1962.









DEPARTMENT  
OF  
MUNICIPAL  
AFFAIRS



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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET - TORONTO 5, ONTARIO

HON. J. WILFRID SPOONER, MINISTER

A.L.S. NASH, ASSISTANT DEPUTY MINISTER, COMMUNITY PLANNING

DR. L.R. CUMMING Q.C., DEPUTY MINISTER

D.F. TAYLOR, CHIEF PLANNER

## NEW MINISTER OF MUNICIPAL AFFAIRS

The Honourable J. W. Spooner became Minister of Municipal Affairs on October 25, 1962.

The Honourable Mr. Spooner is no stranger to local government. He was elected to the Council of the Town of Timmins in 1939 and served on the Council for the next five years. He was Mayor of Timmins from 1952 to 1955. He has been President of the Ontario Municipal Association and Vice-President of the Association of Ontario Mayors and Reeves. He took an active part in the organization of the North-eastern Ontario Development Association.

The Honourable Mr. Spooner was first elected to the Ontario Legislature in 1955, representing the constituency of Cochrane South. He became Minister of Mines in July, 1957, and continued to hold that portfolio after his appointment as Minister of Lands and Forests in July, 1958. He relinquished the Mines portfolio in December, 1958, continuing as Minister of Lands and Forests until his appointment as Minister of Municipal Affairs.



HON. J.W. SPOONER

Following an active role in the Resources for Tomorrow Conference, the Honourable Mr. Spooner was appointed the first Chairman of the Canadian Resource Ministers Council in 1962.

The former Minister of Municipal Affairs, the Honourable F.M. Cass, Q.C., is now Attorney-General.



## A.L.S. NASH APPOINTED ASSISTANT DEPUTY MINISTER COMMUNITY PLANNING



A.L.S. NASH

The appointment of Mr. A.L.S. Nash, B.A.Sc., O.L.S., as Assistant Deputy Minister, Community Planning, has been announced by the Honourable Fred M. Cass, Q.C., Minister of Municipal Affairs.

Mr. Nash was born and educated in Ontario receiving his degree in civil engineering from the University of Toronto. He has worked in municipal engineering in Ontario and became County Engineer for the County of Haldimand. He engaged in engineering and surveying activities in connection with major housing developments in the Detroit area for a number of years, returning to Ontario to resume private practice as a Civil Engineer and Ontario Land Surveyor in Brantford.

Mr. Nash saw service in Canada and overseas during both World Wars, retiring with the rank of Colonel at the end of World War II.

In 1945, shortly after the establishment of The Department of Planning and Development, Mr. Nash was appointed to the staff of the Community Planning Branch. He has been Director of the Branch since April, 1955.

Mr. Nash is a member of the Association of Professional Engineers of Ontario and is a past president of the Town Planning Institute of Canada and of the Association of Ontario Land Surveyors.

Upon the appointment of Mr. Nash to the new post of Assistant Deputy Minister, Community Planning, Mr. D.F. Taylor, Chief Planner became the head of the Community Planning Branch

A native of New Brunswick, Mr. Taylor was graduated in civil engineering from the University of New Brunswick and did two years post-graduate work in city and regional planning at the Massachusetts Institute of Technology. He was appointed Director of the Planning Division of the New Brunswick Department of Industry and Reconstruction, moving to Ontario to join the staff of the Community Planning Branch in 1953. He was appointed Chief Planner in 1960.



D.F. TAYLOR

Mr. Taylor is a member of the Association of Professional Engineers of Ontario and of the Town Planning Institute of Canada.



## DOWNTOWN IMPROVEMENT SCHEMES

The publicizing of the Oakville, Ontario and Norwich, England downtown improvement plans in June of this year has aroused quite a bit of interest in Dundas, Hamilton, Kingston, Brockville and the Lakehead as well as in other parts of the country.

### Oakville,\* Ontario

"Oakville, Ontario, is a dormitory town located on a provincial highway and midway between Toronto and Hamilton - the two largest cities in the Province. It is a town wherein the merchants of Colborne Street witnessed a continual ebb of trade away from the retailing core and a flow, estimated to be 70% of the potential, to adjacent shopping centres and discount stores.

"For a time, apathy prevailed throughout many of the local business concerns. In December 1961, this feeling was replaced with one of determination to restore Colborne Street to its former retailing eminence and infuse an aura of prestige into the services provided by its shops. A project was devised based on a successful street rehabilitation scheme by Britain's Civic Trust at Norwich, England.

"You may ask "What is a Civic Trust"? Some years ago Duncan Sandys, now Secretary of State for Commonwealth Relations in the British Government, convinced that civic design improvement in Britain cannot be achieved by official action alone, formulated a plan creating the Civic Trust.

"The aims of the Civic Trust are fivefold:- encouragement of high quality architecture and planning; preservation of buildings of artistic distinction or historic interest; elimination and prevention of ugliness whether from bad design or neglect; protection of British countryside beauties;



MARCH 1962



JUNE 1962

\* United Kingdom Information Service, Feature Service, June 15, 1962.

and stimulation of public interest and the inspiring of a sense of pride.

"Even before the Civic Trust became established, sections of Britain's industry became enthusiastic supporters of the idea. Upon its organisation it was in receipt of sufficient donations to assure it of an income now estimated at \$120,000 per year.

"Primarily the Civic Trust advises on architectural preservation and similar British-wide projects. It encourages removal of local objects which can be termed "eyesores". The Trust is represented at meetings throughout the country at which opposition to bad or unsightly proposed developments is expressed.

"Assistance is given local authorities, who are increasingly turning to the Trust for guidance on civic problems. To encourage greater appreciation of good civic design, the Civic Trust presents annual awards for work of outstanding merit.

"Up to three years ago, Magdalen Street, Norwich, England, experienced trade decline and deterioration of properties - much the same as has Colborne Street, Oakville. A drastic face-lifting and refurbishing programme restored prosperity to merchants and implanted a spirit of neighbourhood pride in residents of the area.

"Magdalen Street, Norwich, in 1957 was described as a depressing vista of drab edifices with eye-offending and dilapidated fences surrounding parks and vacant lots. Electric light standards were unesthetic and space consuming. Safety railings were adequate but non-appealing. Overhead advertising signs cluttered the street scene and lost their effectiveness in a general conglomeration. This air of degeneracy stifled retail trade because of its depressing effect on shoppers.

"Most of the 66 buildings fronting on Magdalen Street possessed the inherent charm of antiquity. Grime, in most instances, either obscured that charm or hid it entirely. Much could, however, be accomplished in enhancing the old world appearance of the structures and creating a conformity between the older and more recent constructions. Realising that the historical associations and architectural character of many of the Magdalen Street buildings were eminently suited to a pilot plan for street improvement, the Civic Trust proposed to Norwich City Council a rehabilitation plan. Such an undertaking, it was stipulated, could be accomplished without major alterations or expense.

"As the results would furnish the Civic Trust with a pattern to be applied elsewhere, the Trust paid for the services of a proper supervising architect. Expenses in general were to be borne by the Council of the corporation, the Civic Trust and the property

owners or occupants. Costs to the individuals were set at approximately \$25 to \$375, exclusive of repairs which were imminent in any event.

"Architects appointed by the city council and property owners or occupiers joined with civic officials and the supervisory architect in designing a rejuvenation programme. Following the basic plan, overhead signs were eliminated in most instances; store designation signs were subjected to a general, but not rigid standardisation; offending light standards and fences as well as safety railings were removed or replaced. Litter bins and other street receptacles were re-designed and re-sited in inconspicuous locations.

"Ranges of six pale colours and 11 strong colours were selected for utilisation throughout the project. Brick work, stone, flint or other natural surfaces in good condition were not usually painted. Bright colours were alternately applied to building fronts but, where the structure possessed an antique architectural characteristic, this was enhanced by colour applications to entrance-ways, window dividers, inset cornerstones, etc.

"Overhead lamps were so discreetly attached to buildings they were hardly evident. Minor civic repairs were completed to bring the street appearance into accord with the scheme as a whole.

"Upon completion of the rehabilitation of Magdalen Street, it was found that the average cost to merchants was less than some \$200 each. Restoration of Magdalen Street cost a total of approximately \$22,500 but with the municipality's portion and that of the Civic Trust the actual amount paid to beautify and restore the buildings was about \$15,000 of which \$5,000 would have been a necessary expenditure within a year or so.

"Achievements at Norwich prompted Windsor and Stoke-on-Trent to undertake restoration and improvement projects. Now over 400 cities, towns and villages in Britain have similar plans in progress or under consideration and 30 have recently been completed. Even Norwich is not satisfied with its status quo and is applying the same technique to two other streets.

"Norwich's rejuvenation plan is world renowned. Municipalities in Canada, the United States, Europe and other countries have sought information regarding it. Among the Canadian centres is Oakville, Ontario.

"Oakville is not content to only enquire - it is taking action. Similarity of conditions in Norwich and Oakville persuaded Oakville Downtown Business Association to adopt the Norwich plan. May was the inauguration of the rehabilitation of Colborne Street. While naturally not as ancient as the Norwich buildings, there are many comparatively old and historical structures fronting on Colborne Street.



"Four of these have been remodelled and repainted in fascinating colour designs to illustrate what will be accomplished by the entire plan. It is reported that two Toronto firms have made offers to rent one of the stores and locate a branch in the renovated structure.

"Oakville merchants have the project for 32 properties well organised. An architect and a colour design specialist, backed by lettering and other experts, have been retained. Plans are well advanced and the overall design will soon be presented for approval of the Oakville Downtown Business Association.

"In Britain, the Civic Trust is provided with a yearly revenue, derived from a fund contributed by industry, and is therefore able to make contribution to projects deemed worthy. Conversely the Canadian Community Planning Association has but supervisory authority and is without power to provide donations.

"Under existing conditions any planned street renovation must be privately financed. Oakville's project, while under the general supervision of the local business association, is being financed by the individual merchants involved.

"Revival of consumer shopping interest is the basic objective of the Oakville plan. To achieve the purpose, a scheme more comprehensive than the Norwich Plan was evidently desirable. Home delivery, covering the entire downtown area; effective and distinctive wrapping paper as a status symbol, weekly newspaper advertisements to emphasize advantages of downtown shopping, publicity releases to all media, stimulation of interest by manufacturers and businesses in downtown Oakville promotions, possible institution of local credit cards, all these are reportedly included in the Oakville proposal.



MARCH 1962



MAY 1962



"Norwich's Magdalen Street plan has stirred the interest of many Canadian municipalities, especially those located in Ontario. Oakville's project is attracting the attention of Canadian towns and villages. Both the City of Norwich, England, and the Town of Oakville, Ontario, are receiving literally hundreds of enquiries regarding the plans."

#### Dundas, Ontario

Dundas has at least nine downtown proposals in the planning stage. The Hamilton-Wentworth Area Planning Board has suggested that an integration body be set up to deal with these proposals.

The Downtown Merchants' Association are planning the facelifting of a complete block of stores in downtown Dundas - 10 businesses in all.

Neon signs will be torn down and antique carriage lamps will go up as businessmen plan to restore their store fronts to what they were 100 years ago. Work is expected to start on this project about September. Business had declined on main street due to congested streets and competition from outlying shopping centres.

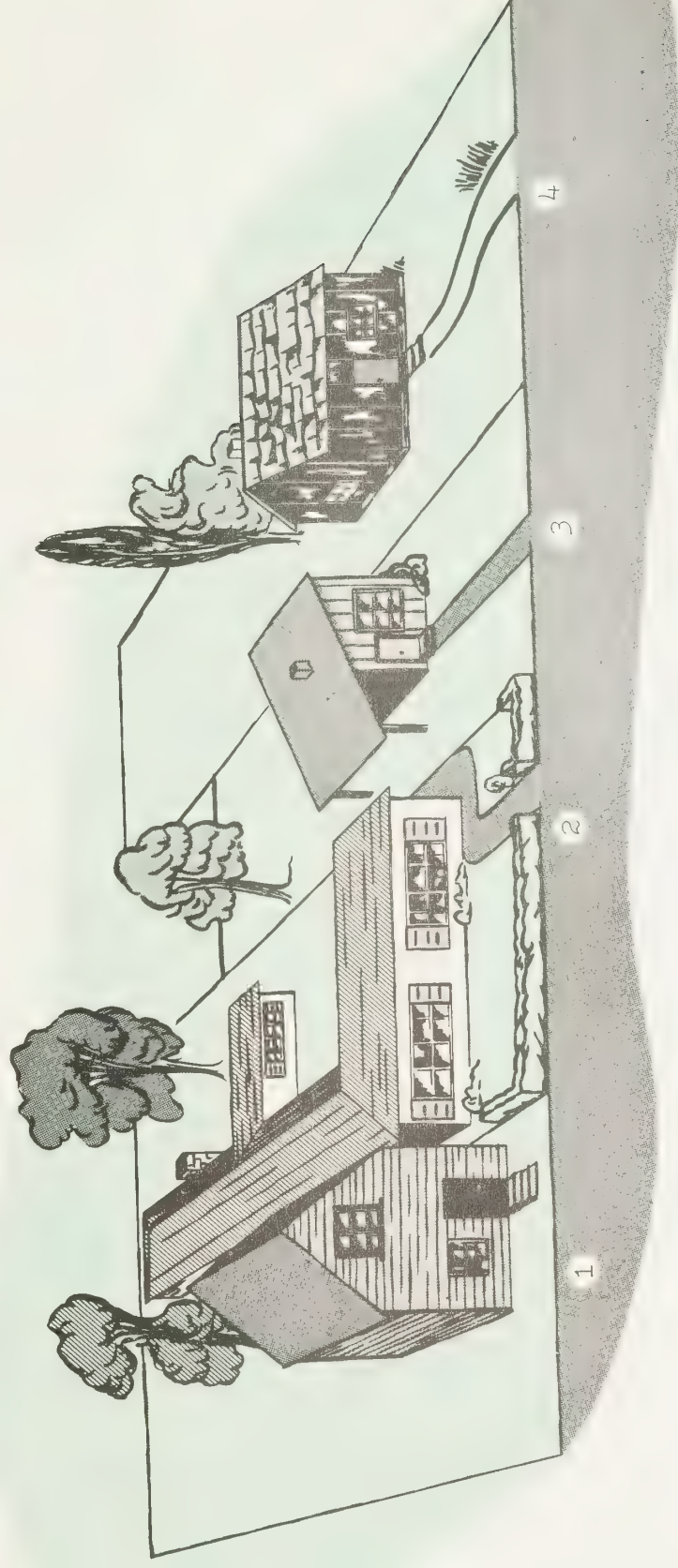
Mr. Jacob Goetz, president of the Dundas Downtown Merchants' Association said that "Our downtown area is as much a shopping plaza as any new shopping centre. We are not stopping here, but want the idea to spread to the rest of the street and to the town ....."

In the February 1961 issue of ONTARIO PLANNING, we mentioned the use of the shopping mall for the improvement of business in the downtown area. We also mentioned at that time that the improvement of business in the downtown core should not be just the use of gimmicks to entice shoppers into the area, but that the renewal of the downtown area and the plan for the whole community should be considered. The "Norwich Plan" is another way to improve business. It is extremely important that these steps should be considered as only part of an overall improvement plan for the community.

Photographs - K. FOSBERY, Oakville, Ontario.

# IF BUILDING TYPES CLASH

INDIVIDUAL BUILDINGS MAY COMPLY INTERNALLY WITH A BUILDING SAFETY BY-LAW, BUT EXTERNAL CONDITIONS MAY ADVERSELY AFFECT APPEARANCE AND VALUES.



1. BUILDING TOO CLOSE TO ROAD AND TO ONE NEIGHBOUR.
2. BUILDING EXCESSIVELY LARGE IN RELATION TO THE LOT. (NEED SEPTIC TANK SEEPAGE AREA AND/OR RECREATION AREA.
3. BUILDING AND LOT MARKEDLY SMALLER THAN PREVAILING STANDARDS FOR THE AREA.
4. BUILDING CLAD IN INFERIOR MATERIALS, (E.G. TARPAPER, UNTREATED METAL) GIVING AN UNFINISHED OR SHACK APPEARANCE.

YOU MAY NEED A ZONING BY-LAW

## COMMITTEES OF ADJUSTMENT

In the May, 1962 issue of ONTARIO PLANNING we published highlights of Community Planning activities in 1961. On page 5, under the heading Committees of Adjustment, we stated that committees of adjustment may be established only where the municipality has an official plan which has been implemented by one or more by-laws. This now is not the case.

On March 30, 1962, a number of amendments to The Planning Act came into force. Now, a committee of adjustment may be established by any municipality which has passed a by-law under section 30 of The Planning Act or a predecessor of that section.

Other changes affecting the constitution and operation of committees of adjustment as of March 30, 1962 are:-

1. Sections 17 and 18 of The Planning Act have been relocated in the Act and now appear as sections 32a and 32b.
2. Committees of adjustment may now make decisions in respect of by-laws that are passed under section 30 of The Planning Act or a predecessor of that section, as well as in respect of by-laws that implement an official plan.
3. The authority for the Minister to require a committee of adjustment to amend or revise its rules of procedure, formerly found in subsection 13 of section 17, is now in subsection 13 of section 32a. The wording of the subsection has been changed to make it clear that the amended or revised rules must be resubmitted to the Minister for his approval.
4. The Secretary-Treasurer of the committee has replaced the Minister as recipient of the appeal notice under the Act. It is now for the Secretary-Treasurer of the committee to say whether the decision is final and binding upon expiry of the appeal period. The Minister is no longer in a position to send a letter to this effect.

The Branch, in April of this year, published a revision of "Suggested Rules of Procedure, Committees of Adjustment" under section 32a-(12) of The Planning Act. Copies of these Rules may be obtained by writing to the Ontario Department of Municipal Affairs, Community Planning Branch, 801 Bay Street, Toronto 5, Ontario.



## TOWN PLANNING INSTITUTE OF CANADA

T.P.I.C. met in London, Ontario, June 27th-29th and elected their officers: president - Don Smith of Victoria, B.C.; first vice-president - Humphrey S.M. Carver, C.M.H.C., Ottawa; second vice-president - Benoit Begin of Montreal, and secretary-treasurer - Hugh Lemon of Toronto.

Other members of the council: A.J. Dakin, J.B. Milner, M.L. Hancock, M.J. Bacon, all of Toronto; E.W. Thrift, Ottawa; J.T. Allston, St. John's, Newfoundland; E.A. Levin, Regina; J.C. La Haye, Quebec; Dennis Cole, Red Deer, Alberta; S.C. Rich, Winnipeg; Mrs. B.L. Van Ginkel, Montreal; and Frank Marlyn, Edmonton.

## CANADIAN COUNCIL ON URBAN AND REGIONAL RESEARCH

"The Canadian Council on Urban and Regional Research (CCURR) was founded during a three-day meeting in Ottawa last March with the co-operation of federal and provincial government officials and in response to the demands of many organizations and local governments for more thorough study of urban and regional problems of development. The Founding Committee consisted of forty-one persons from senior positions in federal, provincial and municipal government, universities, professions and private business.

"Their purpose is to intensify Canadian efforts in this field by taking concerted action to define common objectives for research; to raise funds for such research; to establish an effective clearing-house for research data and the results of research; and -- by bringing many Canadian students, administrative and professional specialists together in consultation -- to give existing institutions and individual students throughout Canada a better opportunity to devote themselves to intensive research on urgent problems of community development.

"A 41-member Founding Committee constituted the first Council, with a seven-man board of directors and a 14-man interim advisory committee. Peter Dobush, Montreal architect, is chairman of the Board of Directors while Eric Beecroft, Ottawa, Director of the Ottawa Bureau of the Canadian Federation of Mayors and Municipalities, is vice-chairman. The Council is incorporated as a non-profit corporation under the Dominion Companies Act.

"Stewart Bates, President of Central Mortgage and Housing Corporation, the Federal Housing Agency, announced on July 19, 1962 the award of a CMHC grant of \$78,000 for 1963 to the Canadian Council on Urban and Regional Research, to promote and encourage urban and regional research in Canada.



"The Federal grant will be made under Part V of the National Housing Act which authorizes Central Mortgage and Housing Corporation to make grants for research work in relation with housing and the development of communities and urban regions in Canada.

"Mr. Bates also confirmed that the Canadian Council on Urban and Regional Research will receive grants up to \$500,000 for research from the Ford Foundation to assist in meeting its objectives throughout Canada for the next five years."

Source: Central Mortgage and Housing Corporation and Canadian Council on Urban and Regional Research, Ottawa.

### **MORE ON UNDERGROUND WIRES**

The Association of Municipal Electrical Utilities of Ontario (A.M.E.U.) published a report entitled "Presentations of the Underground Construction Problems for Electrical Distribution in Ontario" in May, 1962. It contains a "Brief on Residential Environment and Distribution Systems" presented to the Royal Architectural Institute of Canada (R.A.I.C.) on February 8, 1960 and two papers which were presented to the symposium "Aesthetics of Electrical Distribution", which was held on May 2, 1962. These papers were entitled - "Considerations of Original Underground for Electrical Distribution Systems" and "Replacement of Overhead Plant with Underground Wires"

These three articles noted above are well worth reading and studying by those interested in this field. The Brief to the Royal Architectural Institute of Canada is particularly interesting in that it outlines what A.M.E.U. feels are the relative responsibilities of planning boards, designers and subdividers in the arrangement of subdivisions, and administration of zoning by-laws to facilitate proper utility placement and management.

This report may be secured by writing the Association of Municipal Electric Utilities of Ontario, 620 University Avenue, Toronto, Ontario.





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# ONTARIO PLANNING

*newsletter*

Volume 10 Number 1 1963



A BETTER PLACE TO LIVE \_ p.3



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS



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Cover photograph - Morley Markson

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
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L. R. CUMMING Q.C., DEPUTY MINISTER

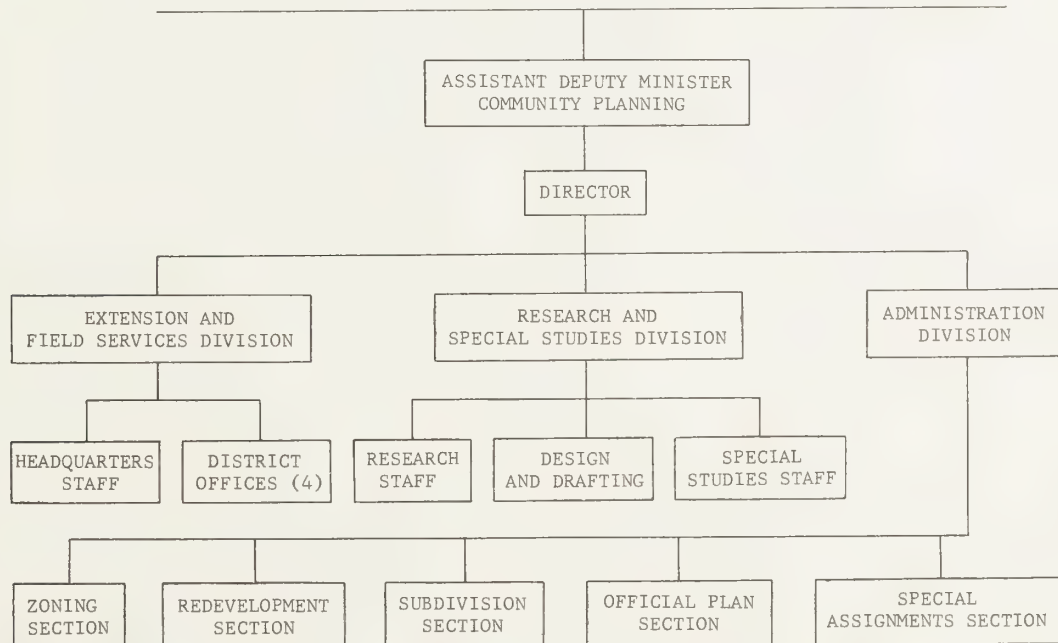
D. F. TAYLOR, CHIEF PLANNER

# Community Planning Branch Organization

The last issue of ONTARIO PLANNING (Vol. 9, No. 7, 1962) announced the appointment of the Hon. J.W. Spooner as the new Minister of the Department of Municipal Affairs and the appointment of Mr. A.L.S. Nash to the position of Assistant Deputy Minister, Community Planning.

The past few months have seen also the establishment of a new organization and an increase in the authorized complement for the Community Planning Branch. The organization chart indicates three divisions reporting directly to the Director. The Extension and Field Services Division is concerned with the task of promoting, through central and district office operations, the understanding and application of sound community planning throughout the Province. The Research and Special Studies Division is charged with the responsibility of formulating and carrying out a broad program of research into regional and local planning problems. The Administration Division is concerned generally with all operations of the Branch which pertain to approvals required under The Planning Act.

ORGANIZATION - COMMUNITY PLANNING BRANCH, DEPARTMENT OF MUNICIPAL AFFAIRS



Apart from the consolidation of related administrative operations and strengthening of the research and extension functions of the Branch, the most important change is the proposed establishment in 1963 of several permanent Branch offices in the field.

These Community Planning Branch district offices will be integral parts of larger offices representing the municipal finance, administration, and planning functions of the Department of Municipal Affairs.

A further report on the location of these offices, their role and personnel to be attached to these offices will be presented at an early date.



# A BETTER PLACE TO LIVE

## Minimum Standards of Occupancy and Maintenance of Buildings

Planning concepts and improvement techniques are vital to community development, but residential areas, especially those which are more than twenty years old, frequently receive less than their necessary share of attention. A direct result of this lack of attention and subsequent inaction, increases the problem of blight, its prevention and its removal. The present concern is expressed, both here and abroad, in what may well be described as the urban renewal movement. The rate of decline of the older residential areas, the inability to cope with obsolescence, the expected growth in population in the next twenty-five years, the high cost of redevelopment and the equally high social cost of blight present a combination of factors all pointing to the vital need for preventive measures and the raising and maintenance of standards.

At present in Ontario, as in other provinces across Canada, the major controls attempting to prevent blight centre around:-

- Community Planning - (Planning Act)
- The Subdivision of Land - (Subdivision (By-laws))
- The Use of Land - (Zoning By-laws)
- Health and Safety - (Health, Fire, Nuisance By-laws)

These controls largely affect new developments and little, if any, comprehensive control has been aimed directly at the maintenance and occupancy of existing dwellings, whether old or new. Lack of maintenance, both interior and exterior, and the overcrowding of dwellings are both cause and effect in the blight process. Until the controls are integrated in an overall program aimed at the prevention of blight there can be little hope of long-range success.

Some cities have, from time to time, taken the necessary legal steps through the provincial legislature to obtain authority for the regulation of the maintenance and occupancy of dwellings. Other cities, both in Ontario and other provinces, are in the process of drafting such regulations.



The results - successful or otherwise - of these individual efforts are now known with any degree of certainty. A quick review of existing minimum-standard by-laws suggests a general tendency for one to copy and elaborate on another. Further, the problems of administration and enforcement do not appear to have been thoroughly explored. To overcome the problem of housing needs and inadequacies, municipalities have initiated programs of new house construction, planned subdivision control, zoning, redevelopment, building standards for new construction, and public housing. Due to various pressures, the problem has been treated symptomatically. For example, efforts have been made to improve the physical environment of the slum with relatively little thought or action concerning underlying causes. Faced with obsolete, run down buildings which are concentrated in conspicuous slum areas, it is tempting to conclude that the buildings themselves are the sole cause of the slum.

The administration of a by-law establishing minimum standards of occupancy and maintenance as a means of protecting and enhancing existing housing is of no less significance in the long run than those programs referred to earlier. In fact, much is to be said in favour of dwelling conservation techniques as the only long-term effective approach especially since the average age of urban dwellings is expected to increase significantly.

The role of municipal housekeeping in the future maintenance of dwellings and residential areas was well expressed at a recent ASPO conference by Barnet Lieberman, Commissioner, Department of Licenses and Inspections for the City of Philadelphia:-

"Code enforcement must become the third dimension in urban renewal. ....The need for public housing and clearance will decrease as time marches on. But a broadened code enforcement program will remain as the keystone for decent housing in every city (or) we will be forever running around in a circle of more blight followed by more clearance ....

"Code administration will require a vigorous program by which the code agency with city funds will do the work necessary to comply the structure with the minimum code requirements where an owner drags his feet or refuses to comply at all. The City will then recoup the expenditures by collecting the rents or filing a lien. My guess is that if such a program is carried on sincerely for one year, voluntary compliance will become more voluntary with greater speed.

"There also must be a change of emphasis on the part of city planners. After years of neglect and in a rapidly changing community there is need not only for long-range planning but there is also a constant pressure for an immediate guidance and decisions in the light of long-range planning considerations. Planners must realise that planning involves decision-making and implementation as well as fact finding. The habit has grown up in too many planning offices of spending so much time in making preparations to start planning that planning never takes place and plans never are made."

Recognizing the importance of measures to prevent deterioration of our older residential areas, the Community Planning Branch began in 1959 a study of minimum standards of occupancy and maintenance of dwellings. Generous financial support from Central Mortgage and Housing Corporation made possible the hiring of special staff and the engaging of consultants to assist in various phases of the work. Information used in the study was collected from municipalities and provincial governments across Canada and from sources in the United States and in the United Kingdom, as well as from municipalities in Ontario.

During the study, three publications were issued. These were:

- A Better Place to Live - First Interim Report
- A Better Place to Live - Second Interim Report  
which deals with the results of field work in  
the major cities in Canada except Ontario
- Housing Code Programs - A Summary of Experience  
of Selected American Communities

The final report of the study was published in June, 1962. It was also entitled A Better Place to Live - Final Report. The major findings of the study may be summarized as follows:

1. Programs of dwelling conservation cannot be expected to be successful if they are conceived and administered apart from other community development programs. Greater emphasis must be placed upon the function of long-range community planning when considering dwelling conservation programs, including by-law enforcement.
2. Rehabilitation is frequently confused with conservation. Rehabilitation is the raising of standards through physical improvement. Conservation is maintaining these, and higher standards on a long-range basis. Buildings are rehabilitated by adding space, painting, repairing, and other physical changes. Neighbourhoods, too, are rehabilitated - often by removing the worst houses, changing street patterns, adding parks and other open spaces. In general, these are the things a municipality does to add confidence to the neighbourhood and to encourage the individual to maintain his own property.
3. Many factors enter into a dwelling conservation program such as adequate planning, integrated administration, trained staff, money to repair, and willingness to recognize a standard by owners. One of the major factors identified by many during the course of the study was that of assessment and taxation. Many felt that the present traditional form

of assessing land and buildings discouraged improvements and encouraged blight. Suggestions for improvement ranged from tax concession for improvement and penalties for neglect to revision in the present assessment and tax structure.

4. Money to make dwelling conservation programs effective must come from two sources. These are public money to undertake general and specific neighbourhood improvement programs and private funds to pay for actual maintenance and improvements in individual houses. The need to relate municipal improvement programs to neighbourhoods, to encourage maximum individual, private effort, emphasizes the long-recognized need to consider capital budgeting in long-range community planning programs.

Funds for individual, dwelling maintenance and improvements are limited. The sources are the individual's capacity to pay, government assisted home improvement loans and, in a few cases, municipal loans to take care of "hardship" cases. It has been suggested that more attention must be paid to increasing the amount of loans from public sources and that the choice of home ownership under government-assisted mortgages be broadened to include used, or existing, real estate. At present, the choice is limited to new construction - frequently, of not always, in the suburbs.

5. Rooming houses are reported to be the most difficult kind of dwelling to deal with in setting and enforcing minimum standards of occupancy and maintenance. It was generally agreed by those officials and others directly involved that a minimum standard of occupancy and maintenance should apply to dwellings in rooming houses as well as to other dwellings. It was the view of many that rooming houses should be subjected to the same inspection and enforcement as any other dwelling, and not limited to a system of licensing.



6. Implementation of a by-law enforcement program will necessarily vary according to the wide variety of local administrative circumstances found in Ontario and in the other provinces. Co-ordination of inspection and enforcement policies is deemed essential. The overall aim should be one of education and voluntary compliance. The legal enforcement of a by-law is the last resort.
7. The by-law appearing in the report has been developed as a guide to municipalities interested in taking a more active program of conserving existing residential stock and of preventing neighbourhood blight. As local conditions will necessitate variations in the administration of such a program, so, too, will local conditions affect the details contained in the by-law.

While there are a number of pieces of legislation affecting certain aspects of dwellings - health, safety and structure - the contents of the suggested by-law do not overlap or interfere. Integration of all other aspects will have to be achieved.

Single copies of the final report are available, on request, from the Community Planning Branch.



# Background of the Canadian Community

The following is an excerpt from an address given by A.L.S. Nash, Assistant Deputy Minister, Community Planning, on the occasion of a dinner during the Ontario Planning Staff Conference which was held on December 6 and 7, 1962. At this time, opportunity was taken to honour A.E.K. Bunnell for his distinguished service to the people and institutions of the Province of Ontario and the Dominion of Canada.

In 1792 the Town of York was established as the capital of Upper Canada and in the beginning it was built according to a plan executed by Lord Dorchester and adapted by John Graves Simcoe. This plan was not followed to any extent, which may be fortunate since it completely ignored topography in its rectangular layout of concessional street, and only the location of the streets between Front to King and Jarvis to Parliament marks its existence today. However, it illustrates the concern for a measured urban layout which has existed since Ontario's earliest days.

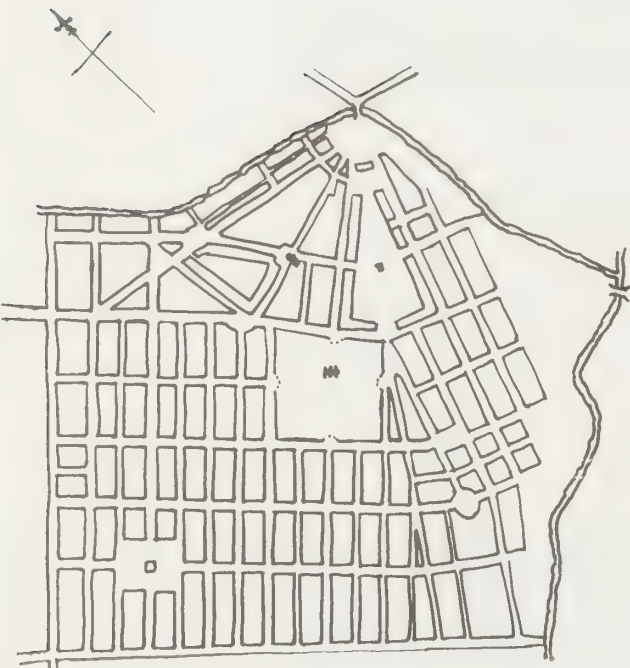
Goderich, Guelph and Ottawa are examples of towns developed more or less according to a plan in the 19th century. There is some question apparently as to whether the Guelph plan developed in 1827 was intended for Goderich and the two got mixed, but the fact remains evident in the radiating pattern of streets that the layout of these towns followed an established plan and that this plan governed for some time the city's pattern of growth.

These earliest examples of a planned layout for towns in Ontario were supported to a limited extent by legislation. The original division of land into lots and concessions was executed according to Crown Surveys which included in their extension not only lots for homesteads and clearings, but also locations for towns and in some cases layouts for these towns as well.

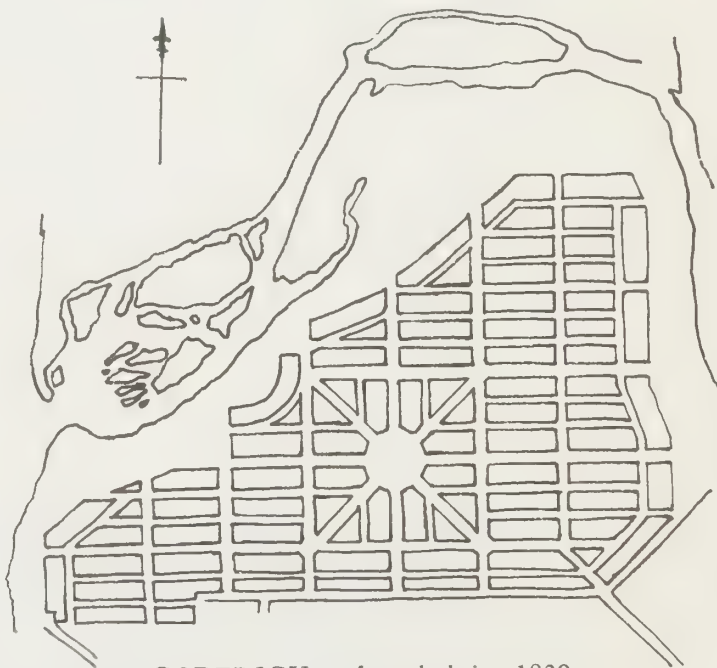
The plan of York was to be accomplished by means of resolutions in council which correspond remotely to present day zoning ordinances and official plans. According to Governor Simcoe's proposals, houses of certain quality were to be built only in specific locations and development in general had to achieve certain specified standards.

A report to Governor Simcoe from council of the Province of Upper Canada prepared at his request in 1796 reads as follows:

"..... every applicant for a town lot shall be obliged by his license of occupation to lay down his house on a line which shall be marked for him by the surveyor, which line in front of the first range shall be retired twelve feet from the edge of the street in order to allow a space for palisadoes or other ornaments in front of the buildings at the pleasure of the occupants."



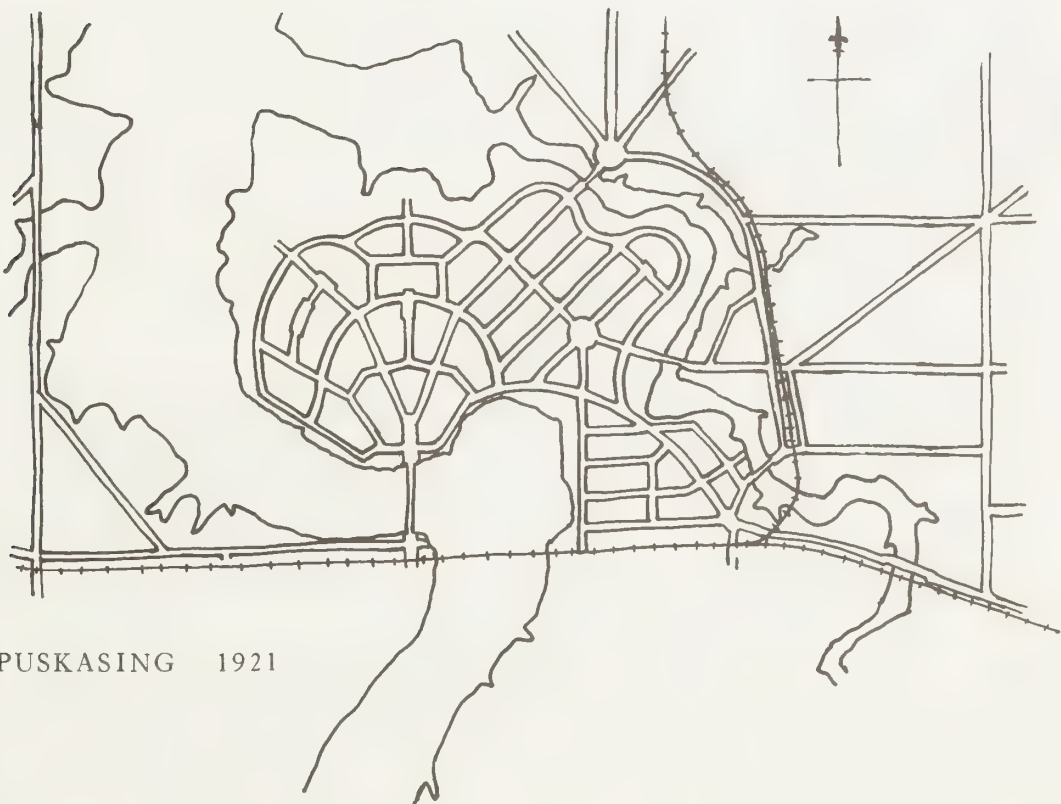
GUELPH founded in 1827 by the  
Canada Company



GODERICH founded in 1829  
by the Canada Company

Since the 19th century urban development has been accelerated by a rapid growth in population and by the opening up of lands in the near north. During this period new towns have been designed and executed according to plans developed before settlement took place, in a manner similar to Simcoe's plan for York, but with more tangible success.

Kapuskasing was established as a planned community through "An Act to Incorporate the Town of Kapuskasing", in the Statutes of Ontario, 1921 which said in part ... "whereas the Government is desirous of having a town erected, planned and developed on model lines ..... it has been agreed that the lands and premises hereafter described shall be utilized for the site of the said town, on the terms and conditions set forth .....". The towns of Manitouwadge and Elliot Lake were developed under similar conditions in 1954 and 1955.



KAPUSKASING 1921



In the southern part of the province during the early 1900's, attention was being given to the conservation of resources, particularly as they affected the development of cities and towns. In 1909 a federal agency was created entitled a Commission for the Conservation of Natural Resources. This body studied the problems of stream pollution as it related to urban municipalities, among many other activities, and even became involved with the Guild of Civic Art of Toronto regarding a Housing Bill to be presented to the Ontario legislature in 1911.

In 1913 the Commission was responsible for first inviting Thomas Adams to Canada to act as Advisor on Town Planning. At that time Adams was known as a proponent of the "Garden City movement" in Great Britain, and he later became a widely recognized authority on city planning in both Canada and the United States. His influence in setting up the foundations for provincial planning legislation in Canada was significant and although Ontario's Planning and Development Act of 1917 did not follow the lines recommended by the Commission on Conservation it at least bore the name chosen by Adams.



In Provincial affairs the role of Adams was complemented by men of similar interests who carried out projects of both local and national significance. The Toronto Guild of Civic Art was incorporated in 1897 to "promote and encourage civic art." In 1901 its name was changed to the Civic Guild and its new purpose was to secure the carrying out of a comprehensive scheme of city planning in Toronto. The members of this Guild, which included artists, architects, engineers and businessmen urged many projects including the preservation of ravine lands and even the selection of a civic square on a site almost identical with that being developed in the present day.

Most of the earlier Canadian Provincial Planning Acts were based on the British Planning Act of 1907, and although much of the responsibility for an awakening interest in planning in Ontario lay with the Commission of Conservation of Canada, the principal credit for further developments must be given to active local organizations, and to many interested individuals.

Typical of the interest in Town Planning was the organization of the original Town Planning Institute of Canada which was incorporated in 1923 and which continued actively until 1931. It was reorganized in 1952. Many names now familiar to most of us appeared on the membership roster in 1923: Thomas Adams; Noulund Cauchon; H. B. Dunnington-Crubb; Tracy D. Le May; John M. Kitchen; Horace Seymour.

In 1922 the Ontario Town Planning and Housing Association through a committee of which Mr. A. E. K. Bunnell was a member, petitioned the Ontario Government to amend The Planning and Development Act of 1917 and to combine provisions relating to town planning in Ontario, then scattered over half a dozen pieces of legislation, into one Act. A comprehensive draft bill was prepared by this committee and although no tangible result was achieved at the time it is certain that the experience gained by Mr. Bunnell served its purpose for he figured prominently in the preparation of legislation in 1945, which was adopted in 1946 as The Planning Act.

This Act is essentially the legislative mechanism through which planning operates in Ontario today and although it may have limitations, it is unquestionably founded in the local traditions of government. The Planning Act owes something of its character to both British and American experience, but in delegating all possible and reasonable authority to local municipalities, while retaining a fully developed coordinating agency at the provincial level, it remains a specifically Canadian institution.

1946 is not so long ago, and planning, as we are beginning to understand it now, is still in a new and formative state. In the present conference, we are observing and discussing once again the work and experience of many individuals and many municipalities and in the measure that this work is followed it will affect the future face of the province. At the same time we are honouring those men who brought us to the point where we now stand.



## A. E. K. Bunnell



Mr. A.E.K. Bunnell retired from the Ontario Government service on December 31, 1962, after 18 years of distinguished service. In 1944, at the request of the first Minister of Planning and Development, the Hon. Dana Porter (now Chief Justice of Ontario), Mr. Bunnell became consultant to the Department. In fact for many years he acted as the administrative head and director of the Community Planning Branch. In 1950, when the Province of Ontario went into partnership with

the Federal government in constructing low-rental housing, Mr. Bunnell was appointed Director of the Housing Branch, a post which he held until January, 1955. During this time he retained his position as consultant to the Community Planning Branch. He moved to the Department of Municipal Affairs in April 1960 as consultant.

Mr. Bunnell is an active member of the Town Planning Institute of Canada, the Institute of Public Administration of Canada, an honorary member of the Ontario Association of Architects, and a life member of the Engineering Institute of Canada. He is also an honorary member of the Community Planning Association of Canada, of which he was one of the founders.

Mr. Bunnell graduated in civil engineering in 1907 and has been engaged as a consulting engineer in private practice in many engineering projects, in the analysis of public utility operations, in community planning and in municipal administration and finance.

Since 1944, when he became consultant to the Department of Planning and Development, he was instrumental in the drawing up of The Planning Act and The Housing Development Act. His influence in community planning and in municipal affairs generally will be felt and honoured for many years to come.



# Some Sources of Information on Geology and Geography in the Province of Ontario

In Appendix A of our publication "Planning Surveys, June, 1960, we listed sources of information on the above subjects. We are now updating this information.

## Soil Surveys

In this issue of ONTARIO PLANNING is a map of the Province showing the areas which are covered by soil reports and/or soil maps.

The soil reports have a good introductory section on the area's population, transportation facilities, geology, surface deposits, relief, drainage, vegetation and climate. The soil series for the area are described in detail and there is a section on the rating of the soils for agricultural crops.

Copies of these reports and maps are available for a minimal fee from the Ontario Agricultural College, Guelph, Ontario, or Research Branch, Canada Department of Agriculture, Ottawa, Ontario.

## Conservation Reports

Conservation reports published by the Conservation Authorities Branch, Ontario Department of Lands and Forests, are very valuable sources of information on historic development, soils, climate, water resources, topography and native vegetation of the districts covered by the reports. Full reports have been completed for the following areas:

- \* Ausable River (Denfield Creek)  
Big Creek Region (North Creek)  
Catfish Creek  
Central Lake Ontario Watershed (forest, land,  
wildlife & recreation)
- \* Credit Valley (Black Creek)  
Crowe Valley (forest)
- \* Don Valley
- \* Etobicoke - Mimico Rivers
- \* Ganaraska River (Boyd Creek)  
Grand Valley (Speed River, North River, Luttrell's  
Creek, and Grand Valley Gorge Park)

- Holland Valley (land & forest)
- Upper Holland Valley
- \* Humber Valley (King Creek)
- Junction Creek (land & forest, recreation)
- Middle Maitland Valley
- \* Moira Valley
- \* Napanee Valley
- Neebing Valley
- Niagara Peninsula (recreation)
- North Grey Region
- Otonabee Region (forest, land)
- Otter Creek
- R.D.H.P. (Rouge, Duffin, Highland & Petticoat  
Creeks)
- Sauble Valley (land, forest, water, wildlife)
- \* Saugeen Valley (Lower Saugeen Valley - forest)
- Sixteen Mile Creek
- \* South Nation River (Interim Report)
- Spencer Creek (History + Complete Report)
- Sydenham Valley (Recreation)
- Thames River (\*Upper Thames, Avon Valley, Lower  
Thames - recreation)

\* Summary reports also available

For information on these reports planning boards should contact the conservation authority having jurisdiction within the area in which they are interested.

# LEGEND

- SOIL REPORT AND MAP (FREE)
- SOIL MAP ONLY (FREE)
- SOIL MAP ONLY—BLACK AND WHITE PHOTOSTAT (\$1.00)

\* LIMITED DISTRIBUTION.

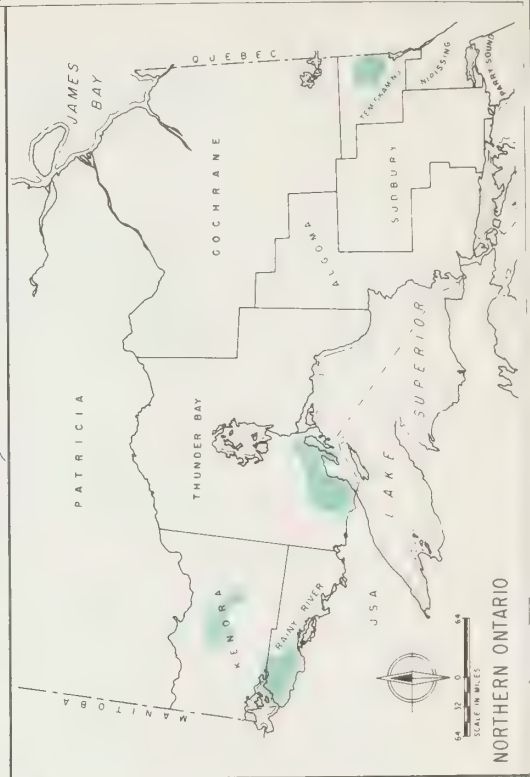
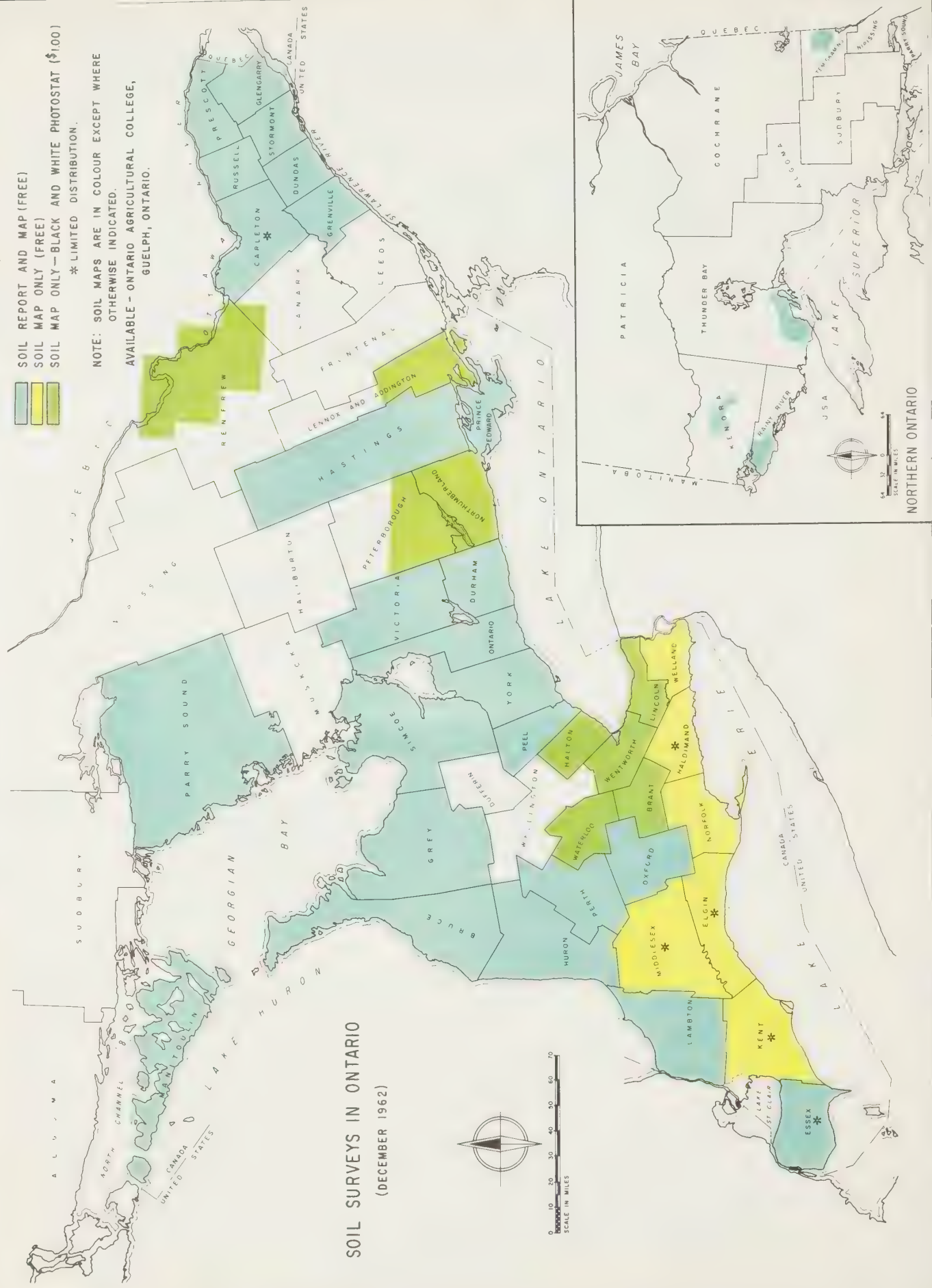
NOTE: SOIL MAPS ARE IN COLOUR EXCEPT WHERE OTHERWISE INDICATED.

AVAILABLE—ONTARIO AGRICULTURAL COLLEGE, GUELPH, ONTARIO.

## SOIL SURVEYS IN ONTARIO (DECEMBER 1962)



0 10 20 30 40 50 60 70  
SCALE IN MILES



### NORTHERN ONTARIO

# Maps, Charts & Aerial Photographs

## A SOURCE LIST OF MAPS, CHARTS, AND AERIAL PHOTOGRAPHS FOR THE PROVINCE OF ONTARIO\*

Type of information shown	Scale	Price	Source
1. Topographic (contours, transportation, settlement pattern, water)	1:25,000 1:50,000 1:125,000 1:250,000 1:500,000 1:1,000,000	.25	Map Distribution Office, Department of Mines and Technical Surveys, Ottawa.
2. Planimetric (transportation, settlement pattern, water)	1 inch = 4 miles 1 inch = 2 miles 1 inch = 1 mile	various	Map Office, Ontario Department of Highways, Toronto,
(lot boundaries, transportation, water)	various	various	Surveys Section, Ontario Department of Lands and Forests, Toronto.
(transportation, water)	4 inches = 1 mile	\$2.00	Surveys Section, Ontario Department of Lands and Forests, Toronto.
3. Geological - land use - soils (geology)	various	various	Geological Survey, Department of Mines and Technical Surveys, Ottawa.
(land use)	1:50,000	.25	Geographical Branch, Department of Mines and Technical Surveys, Ottawa.
(soils)	various	various	Canada Department of Agriculture, Ottawa. Ontario Agricultural College, Guelph.
(forest)	4 inches = 1 mile	\$2.00	Forest Resources Inventory, Department of Lands and Forests, Toronto.
4. Hydrographic & Aeronautical Charts			
(a) Hydrographic (water depths, channel markings)	various	various	Chart Distribution Office, Department of Mines and Technical Surveys, Ottawa.
(b) Aeronautical (airfields, air routes) free indexes	1:500,000 1:1,000,000	.25	Map Distribution Office, Department of Mines and Technical Surveys, Ottawa.
5. Aerial Photographs contact prints enlargements photomosaics index maps	various	various	National Air Photo Library,** Department of Mines and Technical Surveys, Ottawa. Timber Division, Ontario Department of Lands and Forests, Toronto.

Note: Survey information on horizontal control and on levelling may be obtained from the Dominion Geodesist, Department of Mines and Technical Surveys, Ottawa.

Prepayment is required for all maps and publications.

\* Government Sources only

\*\* The National Air Photo Library - Copies of a leaflet describing the function and publications of this Library are available from the Department of Mines and Technical Surveys, Ottawa, Ontario.









THEOLOGICAL LIBRARY ROOM  
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# ONTARIO PLANNING

Volume 10 Number 2 1963



Resort Subdivisions  
in Ontario p.5



Schell & Hogan



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS



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ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS

COMMUNITY PLANNING BRANCH

801 BAY STREET

TORONTO 5

HON. J. W. SPOONER, Minister

L. R. CUMMING, Q.C., Deputy Minister

A. L. S. NASH, B.A.Sc., Assistant Deputy Minister  
(Community Planning)

D. F. TAYLOR, B.Sc., Chief Planner

# Community Planning Branch Organization

Four Branch appointments have recently been made - E.A. Gomme, Head, Administration Division; J.O.E. Pearson, Head, Extension and Field Services Division; John M. Dewar, District Planning Adviser, Sudbury District Office; and A.R. Morpurgo, District Planning Adviser, Port Arthur District Office. The appointment of the Head, Research and Special Studies Division will be made in the near future.



E.A. Gomme was born in Port Burwell, Ontario, and attended primary and secondary schools in London, Ontario. He was graduated from the University of Toronto in 1950 in Political Science and Economics. Mr. Gomme was appointed to the staff of the Community Planning Branch in 1950. In 1952, Mr. Gomme attended the graduate course in Town and Regional Planning at the University of Toronto. During his time with the Branch, Mr. Gomme has been directly involved in almost all of the administrative functions performed by the Branch. For a number of years he was Head of the Administration Section and became Chief, Administrative Services, in April, 1956.



Mr. Pearson is a native of Owen Sound and was graduated from McGill University in honour Sociology in 1939. He then worked in the field of public and private recreation in the Montreal and Toronto YMCA's. From 1945 to 1952, Mr. Pearson was Director of Recreation for the City of Brantford. As consultant to the RCAF in 1953, Mr. Pearson assisted in the establishment of a training program for recreation specialists. Mr. Pearson completed a year of study in Social Problems and Planning at the University of Illinois before coming to the Branch in January, 1954.

During his nine years in the Civil Service, Mr. Pearson has been employed primarily in field service activities. These range from advising local councils in the setting up of planning boards to the extension of planning areas to include a larger number of municipalities. In connection with this program Mr. Pearson has been responsible for the holding of workshops, seminars and conferences for municipal councillors, planning boards and related staff. As a particular service of the Community Planning Branch, Mr. Pearson has worked closely with the various civic and municipal associations with regard to their programs and projects related to community planning matters.



John M. Dewar was born in Toronto and attended elementary schools in Toronto and in the Village of Creemore (Simcoe County). His secondary schooling was similarly split between the cities of Hamilton and Calgary. Mr. Dewar attended the University of New Brunswick in Fredericton, N.B. and was graduated with a degree of Bachelor of Science in Forestry. He then worked for the Mersey Paper Company in Nova Scotia as a district forester. In 1959, Mr. Dewar received an Ontario Land Surveyors Certificate and was employed with the Ontario Hydro-Electric Power Company. In 1960, he graduated from the Diploma course in Town and Regional Planning, University of Toronto. Since that time, Mr. Dewar has been employed with the Community Planning Branch in the official plans, zoning, administrative and extension sections.



Andy Morpurgo was born in Trieste, Italy, and became a naturalized Australian in 1955. Mr. Morpurgo graduated in Civil Engineering and Surveying from the State Technical Institute at Gorizia and is a licensed surveyor in Italy. He continued his studies in engineering in India and at the Perth Technical College in Australia. Mr. Morpurgo has been employed in various planning, administrative and technical capacities on road, bridge, railway and housing projects and municipal services in Europe, India, Australia, New Guinea and Canada. In 1957, Mr. Morpurgo came to Canada and was employed in the Elliot Lake and Metropolitan Toronto areas.

Mr. Morpurgo has been employed with the Community Planning Branch since February, 1959, mostly in the subdivision section but latterly with the zoning, official plans, and redevelopment sections.





# Registration of By-laws under Section 26 of The Planning Act

Subsection 7 of section 26 of The Planning Act requires that "A certified copy of every by-law passed under this section affecting land under The Registry Act shall be registered by the clerk of the municipality in the proper registry office, where it shall be made available to the public as a production." This requirement affects the following types of by-laws:

- (1) by-laws designating, altering, or dissolving areas of subdivision control;
- (2) by-laws deeming registered plans of subdivision that have been registered for 8 years or more not to be registered plans of subdivision for the purposes of subsection 1 of section 26; and
- (3) by-laws imposing part-lot control.

The Inspector of Legal Offices has announced a substantial reduction in the fees to be charged by registrars of deeds for registering all such by-laws. The new schedule of fees for these by-laws is as follows:

For the first lot	\$6.00
For each lot after the first up to and including the one hundredth	.50
For each lot after the one hundredth	.10

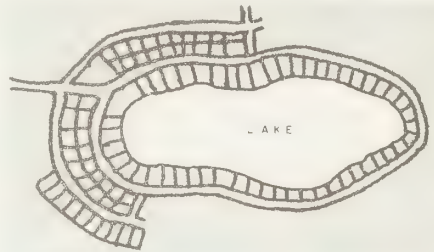
This should reduce substantially the cost to municipalities of registering by-laws that have been passed under section 26 of The Planning Act.

# Resort Subdivisions in Ontario

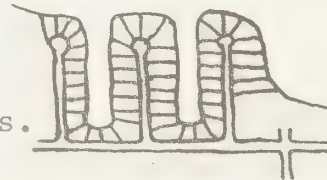
The private summer cottage is an accepted part of life for a great number of Canadians. With increasing population, more cars and more leisure time, the demand for summer cottage sites and resort properties of many sorts in Ontario is growing.

The pressure for sites has become so great, particularly in areas within 100 miles of the major urban centres, that many lakes have become completely ringed with cottage sites, and extensive stretches of other water frontages have become almost completely occupied.

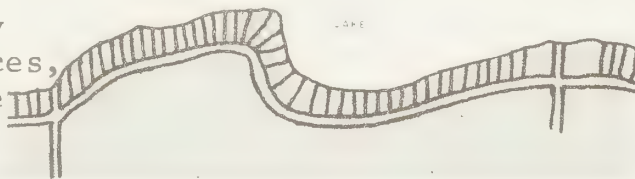
The demand for sites in many instances is great enough to result in the subdivision of 2nd and 3rd tiers of lots paralleling those having direct access to the water.



Recently these pressures have led to the development of man-made canals in an attempt to produce additional water frontage for summer cottage sites.



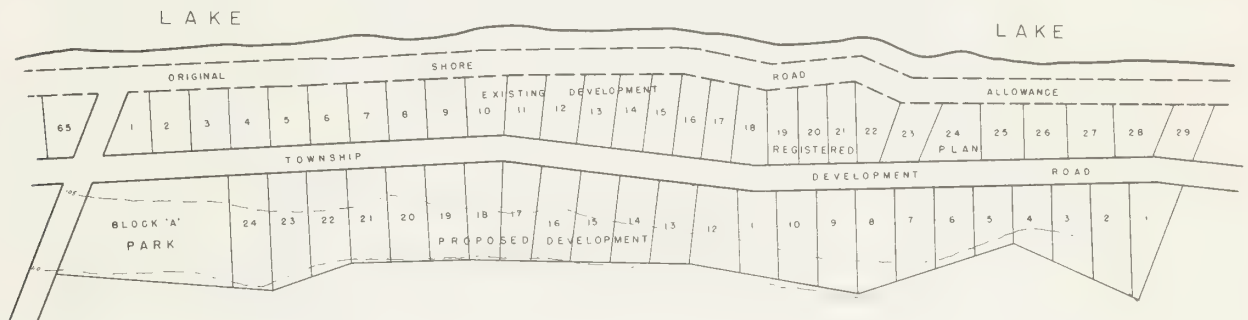
Generally these resort subdivisions have taken the form of a narrow ribbon, one lot deep, stretched around or along the shore, broken infrequently by original road allowances, land secured under the 5% provisions of The Planning Act, or by unpatented Crown lands.



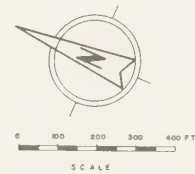
Like the "ribbons" along our highways these conventional ribbons of resort sites along our waterways produce problems - not the same problems, but problems just the same. Some of these are evident from past experience.

1. Ribbon development reduces most substantially the potential value of the lands lying behind the first tier of lots in that access to the principal attraction - the water area - has been removed. "But back lots won't sell - everyone wants a lot on water" says the promoter. But subdivision statistics don't bear this out. And furthermore, the available supply of suitable frontage within reasonable distance of the main centres of population falls far short of the expected demand over the next 20 years.
2. A continuous strip of unbroken waterfront lots may place sewage disposal systems, increasingly of the tank and disposal field type, close to the water's edge. This increases the possibility of pollution of lake or river shore with unfortunate implications for bathing, and the purity of water drawn from this source for domestic water supply purposes. Pollution also reduces the value of lakeshore properties.
3. This form of subdivision typically assumes all shore frontage to be equally desirable in terms of accessibility for boat landings, wading, beach characteristics, etc. The varied nature of most of Ontario's shores, particularly in the popular "Shield" area, does not support this assumption. We thus often find several lot owners occupying the area most suited to bathing and boat landing while the remainder of the lot owners do the best they can with what they got, enviously eyeing the more fortunate few who got there before they did. The fortunate owners then eventually have to struggle to keep all the "unfortunates" off their beach.
4. Ribbon development is uneconomical in terms of road construction, telephone, power services and maintenance costs per lot served.
5. Extensive lengths of ribbon resort give the impression, from both the road and water side approach, of an urban atmosphere in contrast to the wilderness environment advertised and normally sought. The closeness of the access road at the rear of the lot brings traffic noises often equal in volume to that of the urban streets "left behind", right to the back door.

6. This physical pattern of a strip of lots makes it extremely difficult to provide public services should these facilities subsequently be required due to failure of private water supply systems or to permanent, rather than temporary, use of the land.



Some of the problems involved in unplanned resort subdivisions are illustrated by this plan. It shows a proposed development in a second tier of lots around a lake which is already closed to public access by a continuous strip of private properties. No ready access to water is available to the proposed newcomers, access to all lots is from a single, continuous and potentially busy road, and the conflict of water supply versus water pollution is inevitable. There are no municipal services in this area and the lake as a source of clean water may be reaching its limit.



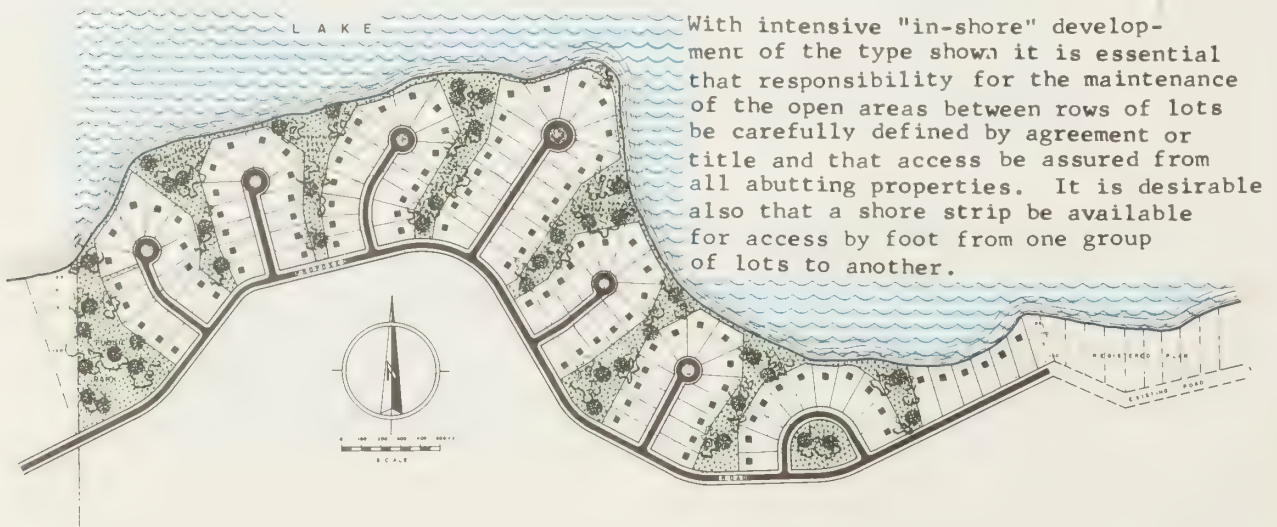
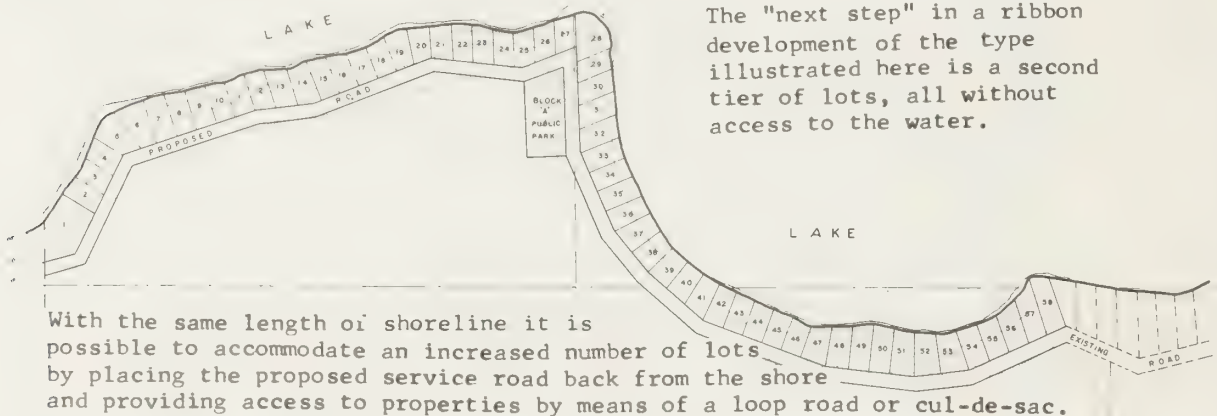
The question of how these difficulties can be overcome has been studied by the Community Planning Branch with the conclusion that while each site will require individual attention in detail, the following points should be considered before a plan is decided upon:

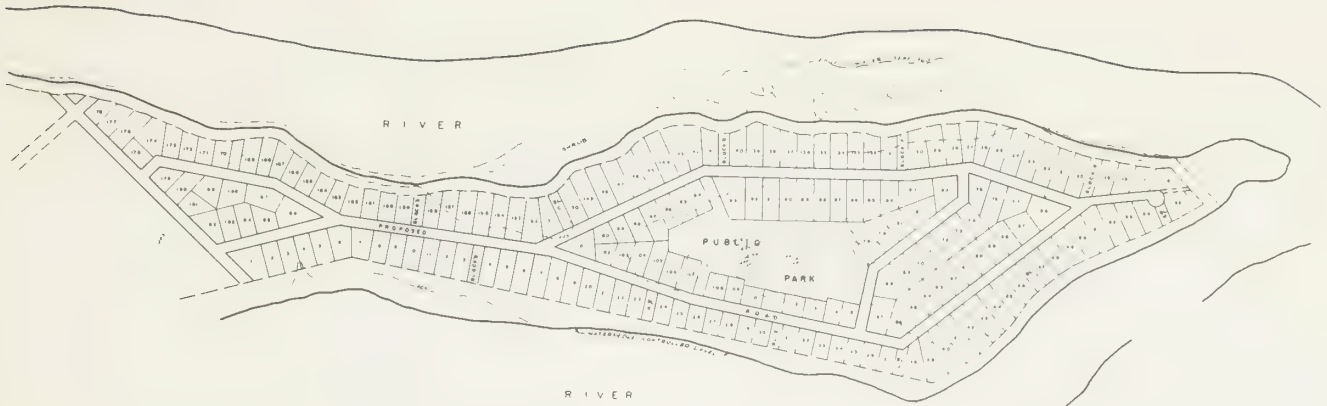
1. The capacity of a body of water to absorb development without becoming polluted or overcrowded should be carefully examined and not exceeded. An overall plan to this effect would be extremely useful.
2. An optimum length of unobstructed shoreline should be reserved for public use. In most cases, public open spaces should be consolidated and located adjacent to desirable shores, close to natural amenities and accessible to a public thoroughfare, taking into consideration the physical features of the area.



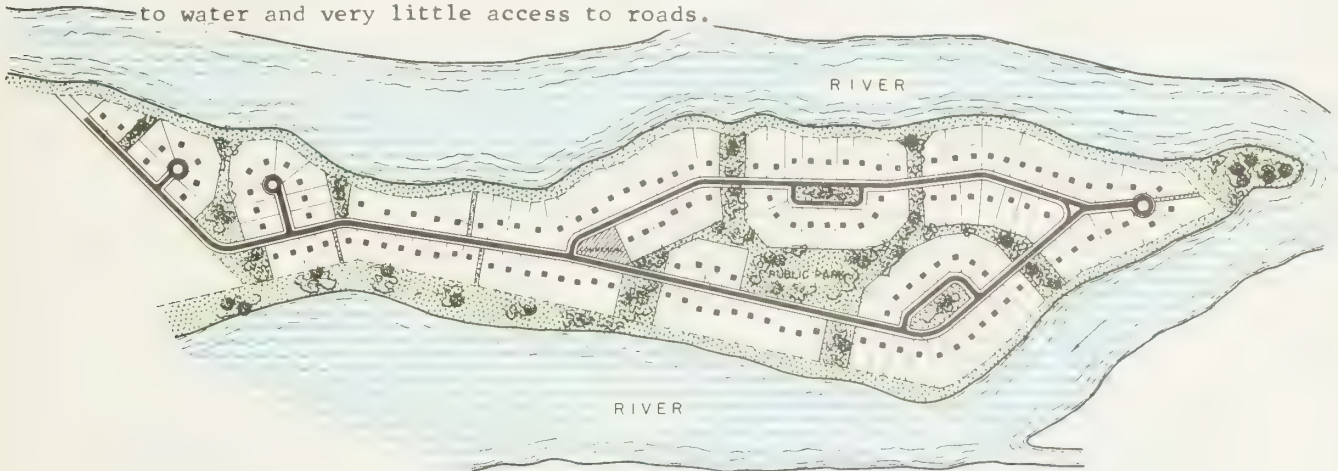
3. Private cottage lots should be planned to provide openness and variety among building sites, and where roads are required, to be accessible from a street which does not carry through traffic.
4. Commercial establishments and other accessory uses in a resort community should be grouped in locations where they serve residential areas readily without interfering with residential activities. Among other advantages this helps to reduce traffic.

With these principles in mind the Community Planning Branch, through a study of plans of subdivision in resort areas throughout the province, has developed a number of specific suggestions which we believe would improve the design of cottage lots in any municipality. These proposals involve changes of lot layout, road pattern and the location of open space to obtain the greatest advantage from an existing site.

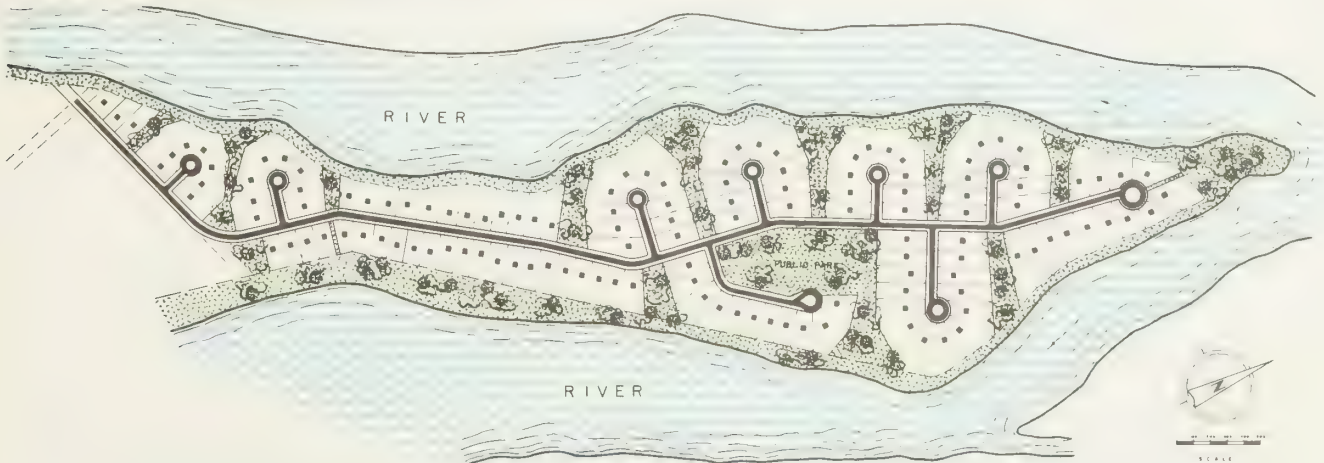


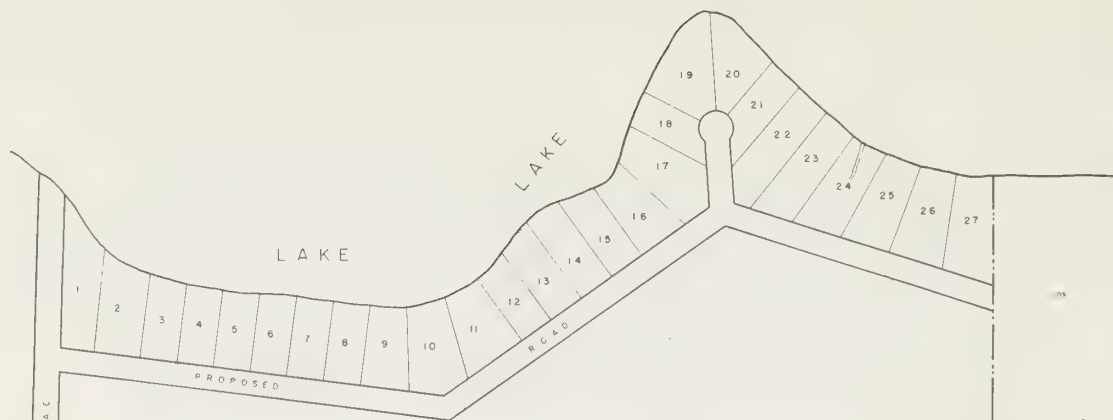


This plan in its original condition shows a very large number of lots for a relatively small area of land on a river shore. The basic desirability of such intense use of the land is open to serious question. Of the total of 186 lots indicated as many as 50 are relatively undesirable being cut off from direct access to the water. The "public park" as shown has no direct access to water and very little access to roads.

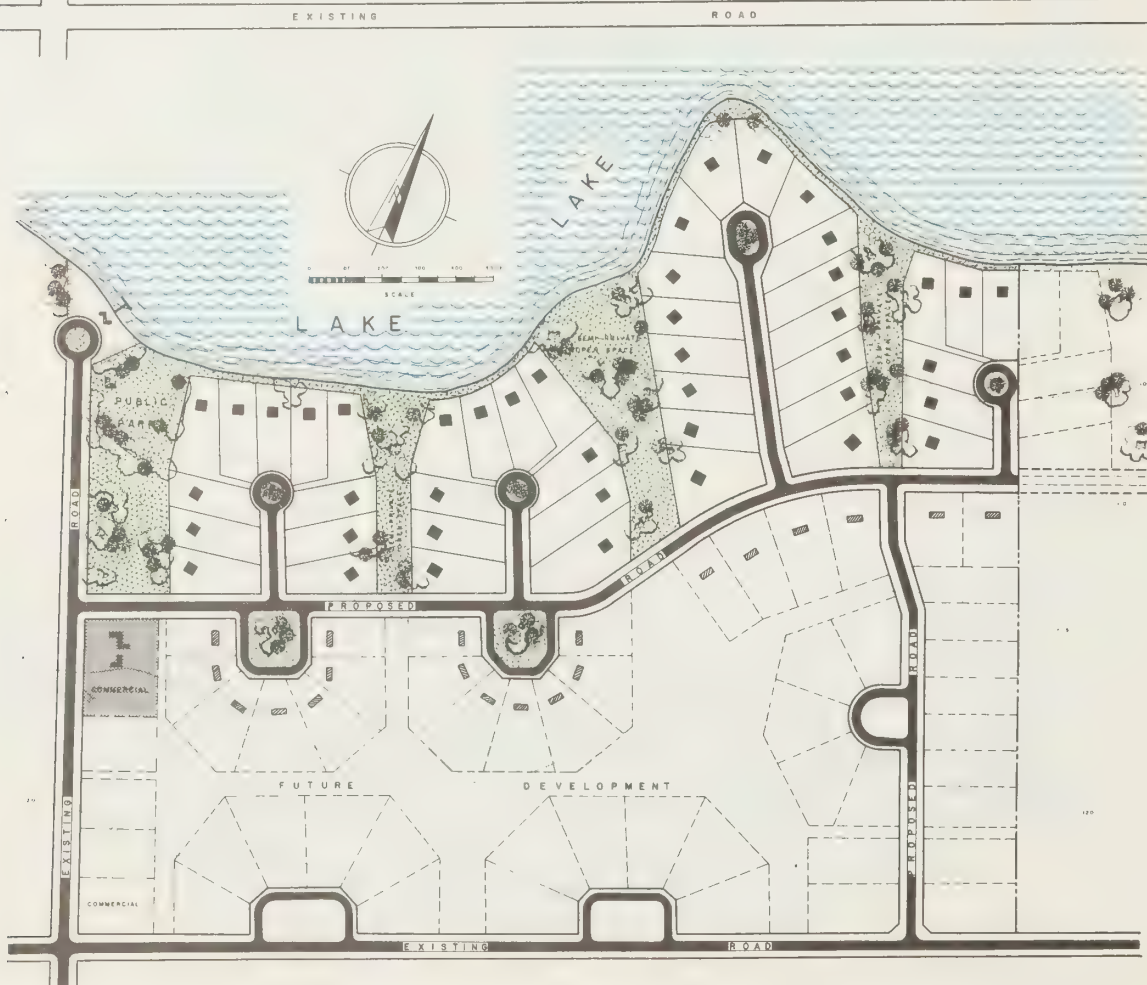


The revised plans while retaining the basic location of roads and the central park area eliminates marginal lots, a step which would increase the value of the remainder, and provides more open space in a manner permitting direct access to shore areas from all lots. The public park area is provided with good road frontage and access to the river.





In the case of areas where sufficient property is available in single ownership a long range plan for more extensive development presents several advantages: continued expansion as the demand for properties increase; better access to the lakeshore for additional lots; greater opportunity for traffic control; better grouping of public open space; better prospects for a sustained assessment rate, and conversely, better opportunity for adequate public services. As a subdivision approaches higher density and larger size consideration must also be given to stores and other commercial facilities which will require sites accessible to both transient and resident visitors.





The illustrations shown in this articles are based upon proposed plans of subdivision submitted to the Minister of Municipal Affairs for approval. The revisions suggested indicate possible ways to achieve a more advantageous layout of sites, parks and public rights of way. The basic element of any proposed revision is the road layout which is somewhat simplified in the accompanying drawings and plans but which must adjust to the contours of the land as well as to the principles of good planning.

In existing resort areas of the province a number of the difficulties encountered locally arise through an antiquated road system which funnels local traffic and through traffic into roads which also give direct access to private properties. To avoid this problem it is suggested that the main access road to a subdivision be drawn back from the water and that access to individual lots be gained by means of loops or cul-de-sacs which lead to the water but which do not attract through trips.

This type of road system also has the advantage of permitting the creation of a number of equally desirable lots for a considerable distance from the shore. By extending fingers of private or public land behind each row of lots, and by reserving areas of common use along the shore, it is possible to provide safe water access to a number of cottages which would otherwise be cut off from the shore entirely, or would have access to it only through a long stretch of busy road.

Following this plan it is also possible to create small but attractive public parks because of the depth between the "shore road" and the water. If these parks are located where traffic flows into the area and if the lands conveyed or dedicated from a number of subdivisions can be grouped, it should be possible to absorb the holiday traffic of tourists before it reaches the quiet reserves of private cottage lots.

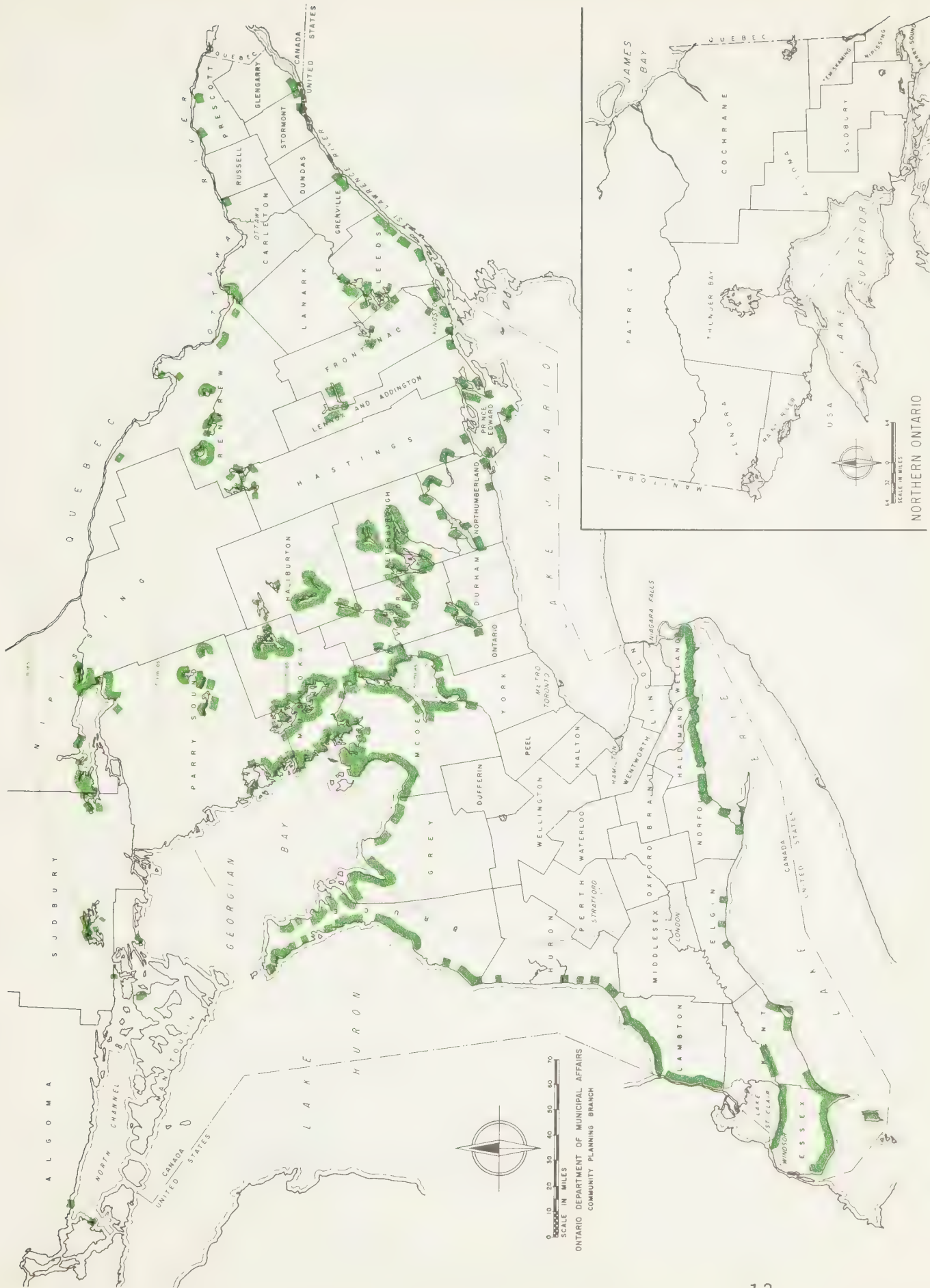


In addition, if the necessary commercial properties such as commercial cabins, stores and service stations are grouped near the public park the traffic to these services from both the park and the community will meet there, but will not be obliged to cross. Many cottage owners who have suffered from an unexpected onslaught of traffic on what used to be a quiet country road will agree with that.

If all aspects of the development of a specific area of land are taken into consideration there is a good chance that financial advantage as well as convenience can be gained through careful planning. Cost analysis of the revised plans shown here indicates that a greater return can be realized from a given investment if the planning principles outlined above are followed. However it must be observed that initial costs may be somewhat greater and the principal advantage here lies in the possibility of gradually developing an increased number of desirable lots.

Up to the present, only a few resort subdivisions of the type described above have been planned. These have proved both saleable and successful. There is little doubt that the problems of resort development are becoming more severe in the Province of Ontario and it is hoped that the suggestions described and illustrated in this article will help both municipalities and individual developers to create better, and more attractive plans of subdivision.

This map shows in diagrammatic form the location of major resort subdivisions in Ontario. Most of these areas are developed in lineal (strip) manner along the shore-line. Due to limitations of scale smaller lakes and isolated developments are omitted. In some areas, particularly along the Lake Ontario and Erie shores, inaccessible shorelines and existing urban centres which render shore areas unavailable for resort use must also be considered in assessing the amount of land potentially available for future expansion. This map indicates that almost all potential lakes in the radius of 100-150 miles from Metropolitan Toronto have been occupied by cottage development.



# 1963 Amendments to The Planning Act

A number of amendments to The Planning Act were enacted during the recent session of the Legislature and came into force on April 26, 1963. The following paragraphs indicate briefly the nature and significance of these amendments.

A new consolidation of the Act, incorporating these amendments, has been prepared and copies will be distributed as soon as they are available.

## **Official Plans — Section 13 (1) & (2)**

The clerk of the designated municipality is now given the responsibility for lodging copies of official plans and amendments in the office of the Minister, in the office of the clerk of each municipality specified by the Minister within the planning area, and in the registry office. Previously, this was the responsibility of the planning board.

## **Redevelopment Areas — Section 20 (2)**

Subsection 2 of section 20 has been re-written to provide that only land that is within an official plan in respect of land use may be designated, with the approval of the Minister, as a redevelopment area.

## **Counties — Section 25a**

Section 2 of the Act was amended last year by the addition of subsection 9, which has the effect of giving counties the status of municipalities for the purpose of section 2. This subsection is now repealed and replaced with a new section (section 25a) which makes the county a municipality for the purposes of all of Part I of the Act. Part I embraces sections 2 to 25a, inclusive, of the Act. This is intended to permit counties to perform the functions of municipalities in respect of the adoption of official plans, etc., in appropriate circumstances.

## **Subdivision Control & Part-lot Control — Section 26 (3a)**

Consents granted under subsection 1 or subsection 3 of section 26 now lapse six months after the consent is granted, unless the transaction in respect of which the consent is granted is completed by that time.

## **Minister's Orders — Section 27 (3)**

The Minister is now required to register or deposit certified copies of orders imposing subdivision or part-lot control under section 27(1)(b) in the same manner that municipalities are required to register or deposit copies of by-laws under subsection 7, 8, and 9 of section 26.

## **Plans of Subdivision — References to Municipal Board — Section 28 (7)**

Subsection 7 of section 28 has been re-written. Its former wording was understood to mean that, where there was dissatisfaction with a condition of approval of a proposed plan of subdivision, the owner of the land or the municipality could require that the matter be referred to the Municipal Board and that thereupon the entire application for approval of the plan would be referred to the Municipal Board for decision. In its new form this subsection is intended to permit the reference to the Municipal Board of a single question in respect of the conditions imposed or to be imposed.

## **"Cash in Lieu" Payments — Section 28 (8)**

\*The requirement of "an official plan, indicating the amount and location of the land to be ultimately provided for public purposes" is now deleted from the provision that permits the Minister to authorize the payment to the municipality of a sum of money in lieu of the conveyance of up to five percent of the land in the subdivision as a condition to the approval of a plan of subdivision. Municipalities will be expected to have established reasonably firm and complete policies and programmes for acquiring land for public purposes (and especially for parks) before applications for "cash-in-lieu" authority will be considered, although such policies and programmes may not yet have been incorporated in official plans.

## **Special Account — Section 28 (10)**

The amendment to subsection 10 of section 28 will permit a municipality, before placing in the special account the proceeds of the sale of five-percent lands, to deduct from these proceeds any amounts that the municipality may have expended in respect of the lands that have been sold. The amounts so deducted can then be paid back into the general funds of the municipality.



## **Zoning By-laws — Section 30 (1), para. 3**

Previously, this paragraph gave municipalities specific authority to prohibit the erection of buildings or structures for residential or commercial purposes on land that is subject to flooding, etc. This authority is now extended to include any class of building or structure.

## **Building Permits — Section 31 (1), para. 1**

Paragraph 1 of subsection 1 of section 31 provides, in part, that a municipality may include in its building by-law the provision that a building permit may be refused if the proposed construction would be contrary to any by-law of the municipality or of any other municipality. The amendment makes it clear that a county and a metropolitan municipality are municipalities for the purposes of this provision.

## **Termite Control — Section 31 (1), paras. 21 a and 21 b**

Two new paragraphs (paragraphs 21a and 21b) have been added to section 31 to permit municipalities to pass by-laws for the control of termites and for assisting financially in the controlling of termites and in the repair of termite damage.

## **Membership of Committees of Adjustment — Section 32 a (3) and (5)**

The amendments to subsections 3 and 5 of section 32a remove the requirements of the Minister's approval for the appointment of members to committees of adjustment and introduce a new requirement that members of a committee of adjustment must be residents or ratepayers of the municipality for which the committee of adjustment was constituted. A person who was appointed to a committee of adjustment before these amendments came into force is not disqualified by them so as to prevent him from completing the term of office for which he was appointed.

## **Tariffs of Fees of Committees of Adjustment — Section 32 b (5)**

Subsection 5 of section 32b has been amended to make it clear that a committee of adjustment may prescribe a tariff of fees on a graduated scale, rather than prescribing the same fee for all applications.

## **Notice of Decisions of Committees of Adjustment Section 32 b (10) & (11)**

Subsection 10 and 11 of section 32b have been amended to reduce from two to one the number of copies of decisions and other supporting documents that secretaries-treasurers of committees of adjustment are required to send to the Minister.

## Planning Must Govern Urban-Rural Relations

"Pembroke is slowly learning the lesson that larger communities have learned after much cost and controversy in the years since World War Two: that continuing friendly relations are only possible with careful planning and close co-operation.

"Whether it is school accommodation, sewer and water main services or the disposal of garbage, there must be good relations based on the philosophy that we are all one people, and that with planning it is possible to share all facilities on an equitable basis. If good relations are not maintained, this area cannot grow into a community in which all people are happy to live, and in which new industry is willing to settle.

"This does not mean that rural people must play poor cousins to their city neighbors; nor does it mean that city taxpayers must pay the costs of services to their rural friends. It does mean that neighboring townships must decide what it is that they want, and the urban community must offer to help where it can.

"A year ago, there was controversy with Stafford township over the disposal of garbage. It was settled, to the apparent satisfaction of all but a few, after close consultation and some concessions from both sides.

"There are at present growing demands from the people in Stafford for sewer and water services.. Some small sections already draw water from Pembroke's system, and a new request for water is under consideration by town council. But what of the future? What continuing needs will develop in the township adjacent to the town? How well does what has been done fit into those needs? Some members of town council are already reluctant to extend mains into Stafford because they have no answers to questions like these. The only way to get the answers is through planning, first of the development in the township and second the development of the area as a whole. If the town does not share available water, urban-rural animosity will grow. But the water cannot be shared on any haphazard basis.

"Surrounding townships are beginning to feel the pressure of inadequate sewage services. Pembroke is planning a sewage disposal plant. How can the one service be extended to meet the needs of all? Again, only planning can tell.

"An arbitration board has just completed hearings into a request for dissolution of the union school agreement, under which township and town children share public school facilities. Why should the agreement be dissolved, when it means that children of the people we live with will suffer for it? The agreement as presently set up may be inadequate, may throw an unfair burden of cost on the town. If these things are true they should and can be corrected. But it is ridiculous to contemplate throwing the township children back into the little red school house with none of the benefits of modern education simply for lack of a desire to find an equitable means of sharing facilities. It should be possible to arrive at a method of providing equal education for all of our children with all taxpayers paying a fair share of the cost, rather than threatening the future of 200 township children and engaging in bickering which is souring relationships between urban and rural people.

"Some day, there will be an area planning board to arrange these things for what will be, on a small scale, a metropolitan area. Perhaps the arrival of such area planning should be speeded. But it is not possible until all concerned show a desire to co-operate in making this a community in which all are happy to live, and until the townships in particular show some indication of planning their own individual development." (Pembroke Observer)









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# ONTARIO PLANNING

*Newsletter*

Volume 10 Number 3 1963



PLANNING FOR INDUSTRIAL DEVELOPMENT



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS



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### **'HELPING ONTARIO PLAN'**

Your copy of the newly revised pamphlet, "Helping Ontario Plan" is enclosed with this issue of ONTARIO PLANNING. The pamphlet has been prepared by the Community Planning Branch and sets out briefly its principal services to local authorities and the public. Additional copies are available on request.



ONTARIO

## **DEPARTMENT OF MUNICIPAL AFFAIRS**

### **COMMUNITY PLANNING BRANCH**

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TORONTO 5

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A. L. S. NASH, B.A.Sc., Assistant Deputy Minister  
(Community Planning)

D. F. TAYLOR, B.Sc., Chief Planner

# Planning for industrial development



Today, industrial growth in communities does not happen by chance. Inter-municipal competition for industries is intense and large sums of money are spent on industrial promotion programmes. Yet it is still true that many municipalities are unable to attract industries and one of the main reasons for this is because community planning has not been taken seriously enough. B. S. !

This doesn't mean that if planning is adopted industrial development will occur automatically. There are many factors outside the control of a municipality which will have a strong influence on the suitability of a particular community for attracting industry. These include proximity to sources of supply of raw materials or large consumer markets, good regional transportation facilities and the existence of a skilled labour force.

Municipalities lacking one or more of these attributes would do well to examine their situation objectively to determine whether, in fact, they will ever be able to fare well in the competition for industry. If the answer is 'no' the fact should be faced and adjustments made in planning for the future. Budgeting for local industrial promotion should either be discontinued or reallocated to develop some other phase of economic activity.

But other things being equal, there is enough evidence to make it clear that the municipality which lacks a sound planning programme is at a distinct disadvantage.

There was a time before the advent of trade unions, truck transportation, and automation, that industries, by and large, were tied to the railroads and large centres of population, and little attention was paid to other factors. But at this stage of the twentieth century, it is well known that industrialists demand (and are able to get from one municipality or another) a great many services and facilities which cannot be supplied unless considerable

work has gone into planning every phase of municipal growth.

Many industrialists, for example, would not think seriously today of locating a plant of any consequence in a municipality that could not assure an adequate water supply. Similarly, because of the trend to horizontal buildings and the need for parking space and room for expansion, a community should have industrial areas set aside with large individual sites. Road access to these sites should be planned so that vehicles can move quickly from the plants to major highways without being forced to drive through residential areas or heavy traffic on local roads.



It has now become almost universally accepted that a proper environment be created and permanently maintained for industrial development. This means that the industrialist will expect to find a site in an area which has been established and zoned for industrial and accessory uses and well removed from any conflicting land uses such as a housing development. It also means the new industry will expect to locate in an area where there are similar-type plants. If it happens to be a so-called "prestige type" light industrial firm to be set on spacious well landscaped grounds, for example, its officials would not

look kindly on the prospect of a large, unsightly plant emitting a great amount of noise and/or fumes locating next door.

Industrialists, of course, are not only concerned about the physical and economic requirements for their operation. They are also vitally interested in locating in a municipality which can provide suitable amenities for their workers and families. These amenities are diverse. They range from good housing accommodation and a sound educational system to adequate parkland and a well managed recreational programme.

Obviously, these are only some of the more major planning factors which can give one municipality an advantage over another in the competition for attracting industry. None of them can be provided without some organization and forethought in terms of both the present and future. If the services involved are planned on a piecemeal uncoordinated basis by a number of municipal departments the result is bound to be less than satisfactory.

Thus, the water and sewer capacity may be inadequate because there was no knowledge of what the future demand would be as a result of population growth; or perhaps the capacity was not expanded to keep ahead of demand because municipal financial budgeting was not adequately projected and tied to a system of priorities (so that now the community cannot afford a major capital works expenditure). In the same way, roads may have been constructed in the wrong locations and with inadequate widths because no one knew where residential or industrial areas would be allowed to develop and what the nature or volume of the traffic would be.

Coordination of services, therefore, is essential. And this is one of the areas where the techniques of community planning can be effectively used. Part of the planning board's job is to examine in detail the total structure of community life and develop a rational programme for its future growth. This is accomplished by assembling as much data as possible on the area's physical, economic and social conditions and analysing these data in order to produce what is called an official plan. The plan can be completed only through the cooperation of all of the departments of a municipal government.



An official plan may be defined as a document containing a comprehensive but generalized development programme for a municipality or group of municipalities. Its purpose is to guide and control the nature, location, and sequence of future growth of both the private and public sectors of the local economy.

When the plan is completed-and has been explained to, and is supported by the public-it is then adopted by the council having jurisdiction in the area to which it applies and is submitted to the Department of Municipal Affairs for ministerial approval. Upon receipt of this approval it becomes legally the official plan for the area. Control over the growth of a community is exercised through the plan; no public work may be undertaken and no by-law passed which doesn't conform.

When the plan is in effect it must naturally be implemented to be of positive value. The major instrument for accomplishing this is the restricted area or zoning by-law. This sets out the land use provisions of the plan in detail and gives council control over the specific use of each parcel of land in the municipality as well as the spacing, bulk and external character of new buildings or structures. Other forms of implementation are also important. These include the building by-law which controls the strength and adequacy of construction of buildings and the subdivision control by-law which gives the municipality jurisdiction over the splitting of land into separate parcels.

Planning in Ontario stems from the enabling legislation contained in The Planning Act. This act is administered by the Community Planning Branch of the Department of Municipal Affairs. In addition to the Branch's function of approving all official plans and plans of subdivision in the province, members of its staff are available to Ontario communities for advice on general planning problems. This advice, of course, often includes how a planning programme can directly assist in helping to attract sound industrial development.

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This article was written expressly by the Community Planning Branch for the Municipal Services Division, Department of Economics and Development, and will appear in a soon-to-be published handbook for industrial commissioners.

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## Toronto has a new degree in planning

Courses leading to a Master of Science degree in Urban and Regional Planning got underway at the University of Toronto on September 25. The two-year program, established this Spring, is an extension of the graduate diploma course offered by the University since the early 1950's.

For members of the profession interested in converting their diploma into a degree, here is how the course has been set up:

Students with the necessary academic standing in their first degree (the equivalent of a four year honour course at the University in an approved subject) and who have satisfactorily completed the diploma course, may be credited with the first year of the program and proceed to the second and final year.

This arrangement is possible because the program of the first year Diploma will remain as it is for the present although it may be varied for a student who registers at the beginning of the two-year period for the master's degree.

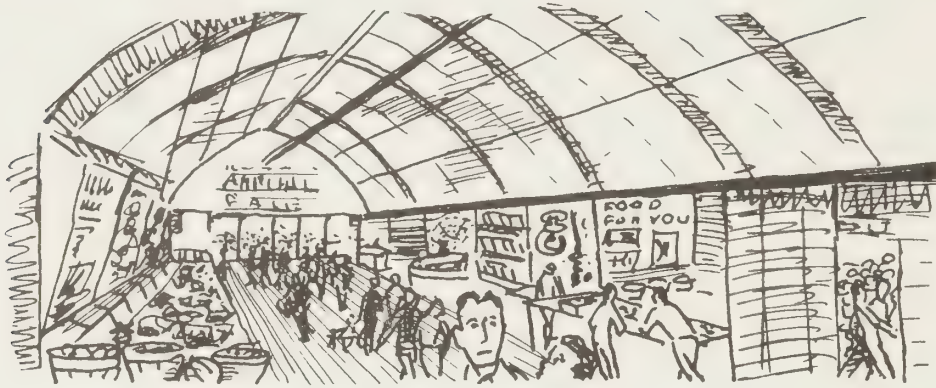
General emphasis during the first year will continue to be placed on town planning (first term) and regional studies (second term). In the second year, students will concentrate mainly on the urban region through three courses specifically designed to work together: theory of planning II, transportation, and statistics and methods.

The second year student is also required to attend courses in history and aesthetics of planning and certain elective subjects. He will carry out project work and submit a thesis--both on subjects of his own choosing.

Diploma year enrolment is usually about 23 students. Candidates for the second year of the Master's degree have been restricted this year to seven applicants.

Enquiries about the program should be addressed to Dr. A.J. Dakin, Head of the Division of Town and Regional Planning, at the University's School of Architecture.

## Kitchener Planning goes to the fair



The Kitchener planning department has demonstrated that the use of visual displays can effectively promote planning in a community--and at no great expense to planning boards or councils.

The department recently set up a booth at the annual fall fair sponsored by the Kitchener Junior Chamber of Commerce. The display was suggested by the planning department who organized and prepared the maps, models and other material used by planning and the three other civic functions involved. These were business and development, recreation and the parks board.

Planning Director Bill Thomson says the total exhibit cost \$450. This included \$300. for one week's space and \$150. for materials--background board, plywood panels, flowers and rental of spotlights.

The booth, located near the main entrance of the Auditorium, presented some 50 maps and photographs and a wide assortment of display sheets. These contained quick, easy-to-digest facts about planning, its function and its application in Kitchener.

Visitors could note the development of the city from comparative photographs taken between 1930 and 1962; 1943

and 1962; 1960 and 1962. They viewed maps of existing land use; population density and distribution, major roads; and a history of growth through annexation and other developments. A zoning map in colour was also on display.

Aerial photographs flown along major streets were reproduced in the form of 1"=40' strip surveys. These were supplemented by 1"=40' strip maps showing such details as street furniture, proposed widenings and setbacks.

Downtown Kitchener was given prominent treatment starting with a large 1":200' aerial map. Another downtown map showed areas used for parking and other land use (Some citizens may have been surprised to learn that more than 50 percent of the downtown ground area is devoted to vehicles). A third map pointed out new buildings constructed since 1950 and buildings demolished and never replaced.

Other displays included maps and models of Kitchener's new industrial basin and the city's parks and recreational facilities.

Because of its prime location, Planning Director Thomson estimates that some 30,000 people passed by the booth and many stopped. In fact he is so encouraged by public response he plans on staging another exhibit next year.

Mr. Thomson stresses the visual display technique is by no means confined to fairs and other large civic events. He cites downtown stores, libraries, high schools and municipal buildings generally as locations where the use of displays can help make citizens more aware of the role of planning and its effects on their environment.





## Branch summarizes data on subdivision applications

A compilation of basic data on subdivision applications received under The Planning Act has been prepared by the Research and Special Studies Division, Community Planning Branch. The information dates from 1946, when the Branch set up its records, and covers all applications to the Minister.

The data is prepared for each municipality and summarizes information received from the applicant. All pertinent dates involved in the processing of an application are recorded--date of submission, draft approval, final approval, etc. Information is also listed on the applicant's proposal for water and sewer services, land use, number of acres to be subdivided and the number of lots in each subdivision.

For ease of reference, the Department's T-file number is included and, where available, the registered plan number. A column has also been provided for the eventual introduction of map numbers of subdivisions plottings (See ONTARIO PLANNING, February 1962).

In addition to listing data for each application, the Branch has also applied this information to obtaining yearly summaries of data on the subdivision activity of each municipality.

Although this consolidation of data is primarily for Branch reference purposes, municipalities wishing information should contact the Branch.

## Coming events

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### ONTARIO PLANNING STAFF CONFERENCE--DECEMBER 12-13

This conference, for directors and senior personnel of staffs employed by planning boards, will be held at the Westbury Hotel, Toronto. Program details will be announced later.



## Planning reports and publications

### CITY OF PETERBOROUGH

### URBAN RENEWAL STUDY

This 43-page study provides background information for redevelopment proposals in Peterborough's 32½-acre central business district. Aim of these proposals, says the report, is to halt the decline in assessment, restore commercial life and offset the severe problems of urban growth plaguing the city centre.

The report is presented in three parts:

PART I - Urban Renewal -- This section briefly outlines the history of Peterborough, the purpose and details of the study and the proposals for redevelopment. Twelve maps and a variety of photographs accompany the text.

PART II - Technical Appendices -- Survey information is presented here in detail.

PART III - Economics -- Object of this part is to show that the proposed project could be carried out economically without additional burden on existing financial resources.

The study, detailed and well presented, was prepared by the city without assistance. Copies are available for \$2.00, post free, from the City of Peterborough Planning Board, Suite 1, Victoria and Grey Chambers, 435 George St. North, Peterborough.

Action on the downtown area has already passed the preliminary stage. The city has designated a 32½-acre site as a redevelopment area under section 20 of The Planning Act.



## Planning is continuous

How often we are told that truth. How often it is ignored. The planning program that stops with the adoption of a comprehensive plan and a zoning ordinance, that allows these plans to gather dust in the archives, does nothing for the community. Why, then, do so many communities allow their plans to gather dust or degenerate into routine zoning administration? Why are so many communities, off to auspicious starts, unable to sustain their planning activity after the first year or so of operation?

There are several reasons. First, it may be that the need for continuing planning has not been sufficiently impressed on the community leaders and officials. Second, planning continuity requires financial commitment. Third, it requires technical assistance. Fourth, it requires informed and interested leadership. Fifth, it requires a firm belief in the value of planning. In many communities, these are hard things to come by. Is there a solution? Can a small community overcome the obstacles to a continuing planning function?

They can with foresight and perseverance.

While there is no clear-cut, easy solution to the problem of insufficient funds, communities can realize the full benefits of planning if they act wisely and keep the following in mind;

1. Communities must realize that planning must be woven into the fabric of government and considered as an important, continuous function.
2. Keep the objective in mind of a "planning community" rather than a "planned community".

3. Look to the possibility of "regional" planning on a cooperative basis rather than a set of isolated, "discrete" communities, each with a program of its own. Many planning problems are regional in scope and can best be solved in this manner. Also, if several communities can combine their resources to hire and maintain a regional planning commission or technical staff, the relative cost is much less.
4. When a community hires a planning consultant, they should understand perfectly what is being offered. The consultant should plan with the community instead of for it.
5. A community should realize that the comprehensive plan is not planning. It is the means, not the end. When working with a private consultant, establish from the beginning the idea that planning is a process, not a project. Most planning consultants will stress this idea when talking to a community.
6. If unable to hire a technical staff of its own, a community should investigate the possibility of a continuing service contract between the consultant and the community.
7. Realize that a small city planning program must evolve slowly, allowing time to train, inform and educate local leaders to assume their proper roles in a continuing operation.

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The above article was published in a recent issue of the Minnesota Community Planning Newsletter. Readers in Ontario should read "by-law" where reference is made to "ordinance" and "official plan" for "comprehensive plan." This is not to imply an "official plan" should not be comprehensive.

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## ► Briefly noted

### ► New planning areas

Of the 372 planning areas in the Province, six have been defined since January 1, 1963. Here is a breakdown of these new areas plus changes that have taken place in existing areas to September 31.

<u>Name of Planning Area</u>	<u>Type</u>	<u>Date Defined</u>
Ridgetown	Single Independent	February 4
Clarke	Single Independent	March 25
East Bruce	Joint	May 22
Central Simcoe	Joint	June 12
Crystal Beach	Single Independent	July 25
Wellesley Township	Single Independent	August 29

The Town of Chesley and the Township of Elderslie are included in the East Bruce Planning Area. The Central Simcoe Planning Area consists of the City of Barrie and the Townships of Innisfil and Vespra.

Planning Areas Renamed - The Stratford and Suburban Planning Area was renamed the Central Perth Planning Area on January 23, and the Woodstock and Suburban Planning Area was renamed Central Oxford Planning Area on August 23.

Alteration of Planning Area Boundaries - On January 23, when the Stratford and Suburban Planning Area was renamed the Central Perth Planning Area, the boundaries of the planning area were enlarged to include all of the City of Stratford, all of the Townships of Downie, Ellice and North Easthope, and part of the Township of South Easthope.

The boundaries of the City of Peterborough Planning Area and the Peterborough and Suburban Planning Area were altered on April 10. This action was taken because a number of annexations by the city in recent years had

enlarged its boundaries. Consequently, the boundaries in the planning areas were altered to conform.

On June 5, the Essa Planning Area was enlarged to include all of the Township.

Planning Areas Reclassified - The Downie Planning Area, formerly a single independent planning area, became a subsidiary planning area within the Central Perth Planning Area, effective January 23.

Since part of the Township of Essa is within the Alliston and Suburban Planning Area, the Essa Planning Area was reclassified as a subsidiary planning area. Formerly, part of the Township of Essa was defined as a single independent planning area.

With the definition of the Central Simcoe Planning Area on June 12, the Earrie, Innisfil and Vespra Planning Areas became subsidiary planning areas. All three were previously classified as single independent.

Planning Areas Dissolved - On March 25, the Clarke-Newcastle Planning Area was dissolved.

Total Planning Areas in Province as of September 30, 1963

Single Independent	165
Subsidiary	131
Joint	<u>76</u>
TOTAL	<u>372</u>

## ► Committees of adjustment

Eighteen committees of adjustment have been established this year to the end of September. They are:

Cities--Guelph, Niagara Falls\*.

Towns--Caledonia, Dundas, Fort Erie, Hespeler, Leamington, Stoney Creek, Weston, Whitby.

Villages--St. Clair Beach.

Townships--Caledon, Flamborough West, Gloucester, Pickering, Innisfil, Whitby, Whitby East.

\* The City of Niagara Falls established its original committee of adjustment in 1957. This was amalgamated with the Township of Stamford committee of adjustment when the city annexed the township on January 1 of this year.

The total number of committees of adjustment in the Province is now 111.

## ► New planning staff

Kurt A. Mumm has been appointed planning officer for the City of Kingston. From Monterey, Mexico, he is a planning graduate of Harvard and has architectural training from the universities of Texas and Notre Dame. Mr. Mumm was recently employed with the Newfoundland government.

B.J. Kenny is planning director and secretary to the planning board for the Town of Brampton. Mr. Kenny graduated from McGill University in civil engineering. He occupied several planning positions with the Township of Etobicoke, including that of chief planner, before coming to Brampton this year.

P.J. Beavis has been appointed planning director of the Belleville and Suburban Planning Board. Mr. Beavis was with the District Planning Commission at Red Deer, Alberta, since 1960. Prior to that he spent three years with the Newfoundland Department of Municipal Affairs as assistant director of urban and rural planning. Mr. Beavis studied land surveying at Heriot-Watt College in Edinburgh and was involved in surveying and planning before coming to Canada. He is an associate member of the Town Planning Institute of Canada.

## ► New Branch staff

Chrisi Saruyama studied architectural drafting and construction at the Provincial Institute in Calgary before joining the City of Calgary Planning Board in 1952. Mr. Saruyama was later engaged in conducting oil

surveys and mapping pipeline construction routes for federal and industrial agencies before joining the planning staff of Webb and Knapp Canada Ltd. in 1958. In 1961 he was employed with the Hamilton Wentworth Planning Board where he remained until joining the Branch's Zoning Section in June of this year. He was born in Vancouver.

Mrs. Joan Connolly was born in Widnes, Lancashire, England, and has a B.A. honors degree from London University. She became an associate member of the Town Planning Institute in 1957. Mrs. Connolly came to Canada this year and worked as a town planner with Murray V. Jones before joining the Redevelopment Section in August. She had 10 years planning experience with various municipalities in England and was involved in the replanning and rebuilding of post-war Coventry.

Roy Grant has joined the Branch as Planning Extension Officer, Extension and Field Services Division. Mr. Grant was formerly assistant editor of Civic Administration magazine, Maclean-Hunter Publishing Co. for three years. Prior to that he was an industrial editor with Canadian General Electric Co. He has a B.A. degree from St. Mary's University, Halifax, N.S. and was born in Summerside, P.E.I.

## ► To permanent staff

Henryk Wilk, now with the Branch's Subdivision Section, was chief planner with a number of firms in the development field after coming to Canada in 1955. Mr. Wilk worked as an architectural assistant in London, England, upon receiving the European degree of Engineer-Architect from London University's Polish School of Architecture. Previously, in 1953, he received his diploma in architecture from the same school. He was born in Dabrowa Tarrowaska, Poland.

Mrs. Lesley Rogan has joined the Official Plans Section of the Branch. Toronto born, Mrs. Rogan has a B.A. with honors in Geography from the University of Toronto. In



1962 she worked with David Mansur and Walling Ruby Mortgage Consultants Ltd. before joining the Branch. Part time employment involved her with the City of Toronto planning board and Toronto land use consultant George Potvin.

Mrs. Margaret Death has joined the Zoning Section of the Branch to work in the Committee of Adjustment group. Born and educated in Toronto, she had nine years of general office experience before joining the Burlington and Suburban Area Planning Board where she was secretary-treasurer to the committee of adjustment.

## ► Leaves Branch

A.M. Holmes, former assistant supervisor, Official Plans Section, has left the Branch to take up a position with Proctor, Redfern, Bousfield and Bacon, Engineering and Planning Consultants. While here, Mr. Holmes has assisted in reviewing and making recommendations for official plans and their amendments. He has also met with municipalities to solve planning problems and develop planning programs. He first joined the Branch in 1956. Mr. Holmes has his B.Sc. and M.Sc. (Geography and Geology) from the University of Cape Town, South Africa. He also received the diploma in Town and Regional Planning from the University of Toronto.

C. Ross Anderson has left the Extension and Field Services Division of the Branch to teach at the School of Architecture in Quebec City. Since joining the Branch in June, 1962, Mr. Anderson has been a field advisor to councils and planning boards, particularly those concerned with resort development. In 1956 he received the diploma, Master of Architecture, from the University of Toronto.



Barbara Weatherhead, who has been in charge of the Branch library since she joined in 1953, is now responsible for the centralized library established under the Operations Branch of the Department of Municipal Affairs. Miss Weatherhead's varied duties with the Branch involved her in numerous data research projects. She has also been closely associated with Branch publications, particularly ONTARIO PLANNING. She received a B.A. honors degree in Geography from the University of Toronto in 1952.

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# ONTARIO PLANNING

newsletter

Volume 11 Number 1 1964

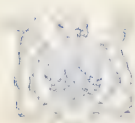
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## PLANNING IN 1963

a report and commentary on

COMMUNITY PLANNING BRANCH ACTIVITIES



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS

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ONTARIO

## DEPARTMENT OF MUNICIPAL AFFAIRS

### COMMUNITY PLANNING BRANCH

801 BAY STREET

TORONTO 5

HON. J. W. SPOONER, Minister

L. R. CUMMING, Deputy Minister

A. L. S. NASH, Assistant Deputy Minister  
(Community Planning)

D. F. TAYLOR, Director

This issue of ONTARIO PLANNING reviews the major activities of the Community Planning Branch in 1963. The information, which is taken from Branch records, applies to those planning fields in which the Branch is directly involved. While this report does not cover all private and public land use changes, it should serve as a useful index of planning activity in the Province and a guide to what planning boards and councils can look for in 1964.

## COMMUNITY PLANNING BRANCH HIGHLIGHTS - 1963

- ▶ Implementation of reorganization plans established in 1962.
  - location of 2 District Planning Advisers in Sudbury and Port Arthur offices of Department.
  - appointment of 2 Division Heads to direct Administration Division and Extension and Field Services Division.
  - establishment of Research and Special Studies Division.
  - recruitment of 5 technical staff - loss of 6.
- ▶ Designation of 4 joint planning areas and 6 single independent or subsidiary planning boards.
- ▶ Examination of 1147 zoning by-laws and 3186 committee of adjustment decisions.
- ▶ Received 538 plans of subdivision for approval and processed 333 consents to sever parcels.
- ▶ Processed 7 new official plans and 211 admendments.
- ▶ Prepared 4 Ministers Orders under Section 27 of The Planning Act.
- ▶ Designated 4 redevelopment areas and participated in active redevelopment projects in 11 municipalities.
- ▶ Sponsored two planning conferences.
- ▶ Conducted major studies of Kitchener-Waterloo, London, Kapuskasing, Hamilton-Toronto-Oshawa, Niagara areas.
- ▶ Held approximately 1,000 meetings with municipal councils, planning boards, consultants and municipal officials.



For ease of reporting and interpretation, the activities of the Branch in 1963 have been divided into the three main responsibilities:

1. Administration of The Planning Act and certain provisions of The Municipal Act.
2. Stimulation of sound community planning practices and
3. Undertaking of special planning studies and research.

## **ADMINISTRATION**

### **Applications more complex**

The volume of administrative approvals and advisory comments has been, in the main, consistent with the past several years except in the instance of zoning by-laws and committee of adjustment decisions where a substantial increase is evident.

While, with the exceptions noted above, the number of applications submitted to the Branch has remained reasonably constant over several years, it is most important that it be recognized that numbers alone are not good indicators of the work involved in processing the application. For instance, in examining current statistics relating to official plans and comparing these statistics to previous years it must be understood that (a) plans being submitted today are much more complex than those submitted, say, in 1958; (b) representatives of the Branch are now involved, much more than in earlier periods, in preliminary discussions on drafts before formal submission to the Minister and (c) agencies whose advice has continually been sought in dealing with applications have deve-

loped a greater awareness of the implications of official plans in their own operations and are involving themselves much more intensively than formerly in the consideration of these applications.

These comments on the changing character of official plans, with the resulting implications for increasing Branch work-load per application , are equally applicable to many of the other types of applications dealt with in the Branch.

In a situation such as ours, where the number of staff available to carry out the increased load of work has remained relatively constant, extreme actions have had to be taken to prevent the processing time per application from increasing. As we all know any increase in processing time (irrespective of the value secured in many cases) is resisted by applicants. The steps taken in 1963 to handle the increasing work-load, without losing quality of decisions, have included transfers of staff from one operation to another, transfer of as much routine administrative work as possible from technical to clerical staff, reorganization of several sections into regional units, consolidation of related operations, extensive use of District Planning Advisers and increased overtime worked.

### **Staff gained & staff lost**

Considerable time and energy was devoted this year to the recruitment of new staff. While 5 new technical staff appointments were made (primarily at a planner trainee level) we lost, during the same period, 6 highly trained staff, to private and public planning

agencies. This "gain of inexperienced planning staff and loss of trained staff" situation is characteristic of the past 4 years when we have lost approximately 25 technical staff to Ontario municipalities, planning consultants, and other provinces. It is not expected that our difficulty of recruiting and holding staff will decrease appreciably in the near future as the demand for experienced planning staff in Ontario, and the rest of Canada, will continue to exceed the supply. This fact of life regarding staff necessitates that our efforts to simplify procedures, divest ourselves of relatively unimportant tasks, transfer responsibilities, accelerate training programmes for new staff etc., be intensified in the coming year.

Perhaps the most outstanding feature of Branch reorganization realized this year was the appointment and location in the field of two District Planning Advisers at Sudbury and Port Arthur. While primarily designed to perform the role of providing advice on planning matters to municipalities in the north-eastern and north-western parts of the Province, their appointment has already proven of significant value to the Branch in dealing with applications submitted to the Branch for approval.

### **Designated 10 planning areas**

The following 10 new planning areas were defined by the Minister in 1963:

- Ridgetown Planning Area (S.I.)
- Clarke Planning Area (S.I.)
- East Bruce Planning Area (J)
- Central Simcoe Planning Area (J)
- Crystal Beach Planning Area (S.I.)
- Wellesley Township Planning Area (S.I.)
- Township of Hanmer Planning Area (S)
- Ellice Planning Area (S)
- Parry Sound and District Planning Area (J)
- Bothwell and Zone Planning Area (J)

This was the smallest number of new planning areas defined in any one year since The Planning Act was first passed, with the exception of 1952 when only 9 new planning areas were defined.

The Clarke-Newcastle Planning Area was dissolved during the year.

Of the 10 new planning areas, 4 contained more than one municipality, 4 contained a single municipality and 2 were subsidiary planning areas within existing joint planning areas. At the end of 1963 there were 163 single independent planning areas (containing one municipality each - S.I.), 134 subsidiary planning areas (containing one municipality each but located within a joint planning area - S) and 79 joint planning areas (J), for a total of 376 planning areas in the Province.

While The Planning Act requires that a planning board be established in each planning area that is defined, it is known that there are a



number of planning areas in which there is no active planning board at this time.

### **Planning needs nourishment**

In some cases there are planning boards whose activities fall far short of the responsibilities defined in Section 10 of The Planning Act. In this group we find boards whose function appears to be simply the giving of consents under Section 26 of the Act, often without the planning board having undertaken even the most fundamental planning studies as a basis for determining whether these consents should or should not be given.

The fixing of responsibility for this extremely narrow approach to the function of a planning board is not easy. In large part, this situation seems to stem from the failure of some municipal councils to provide the moral and financial support necessary to permit the planning board to secure competent staff and to carry out planning studies. There are also instances where a planning board has been established before there was an adequate understanding by the council of the functions to be performed by the planning board and of the relationship of the board to the council. This seems to have led to the fear on the part of some councils that the planning board is a competitor, rather than an adviser, and to the attitude that the less the nourishment, the less the competition. This situation is serious for a number of reasons, including the point that actions are carried out in the name of community planning that are, in fact, the antithesis of community planning.

A significant part of our extension programme has been directed towards these municipalities. In addition to our role of assisting existing boards to recognize their roles, and to prepare and implement their planning programme we decided last year to place a greater emphasis than previously on the necessity of having the municipal council fully understand its responsibility with regard to the planning function before the planning area is defined. It is our hope that these steps will reduce the possibility of more planning areas being defined where the prospect of successful operation in the near future is very small.

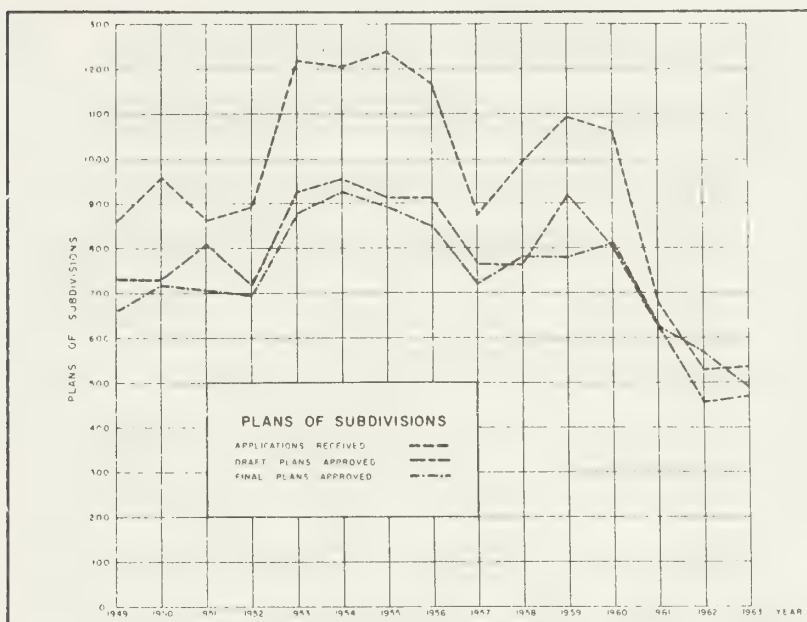
#### **Active boards on increase**

The above statements are not meant to imply that all boards are failing to carry out their responsibilities for many boards are doing exceptionally good jobs in defining development problems and recommending municipal policies to overcome existing problems and provide sound foundations for anticipated growth and change. The number of active, dynamic boards is increasing. One illustration of this increase is the movement of more and more municipalities to the acquiring of professionally qualified planning staff to support their lay planning boards. Our records indicate that 4 municipalities secured permanent staff in 1963, bringing the number of municipalities having staff to 40. Ontario counties have begun to show serious interest in the prospect of the counties being defined as planning areas. There is definite interest on the part of 14 counties, with several being very close to the action stage. It is possible

that the establishment of joint planning areas covering counties, or other major combinations of local municipalities, may obviate the need for planning boards in some of the smaller municipalities in the Province.

### **Official plans more comprehensive**

Official plans submitted for approval this year continue the trend of the past 3 or 4 years towards greater comprehensiveness of community development policy. This substantial improvement in the quality of official plans seems in part due to a greater understanding by municipalities of the official plan as a carrier of municipal policy, and the fact that most plans are now being prepared with the assistance of professional planning staffs and consultants. While the number of official plans approved has fallen to 7 in 1963 (13 in 1962), with the number of amendments processed remaining constant at 210, the number of plans and amendments submitted to the Branch in draft for preliminary review and comment has risen very rapidly. While this means an increase in the work associated with a particular application (draft plus final) it is felt that this practice, which we have supported, has resulted in higher quality applications. This increase in requests for comments on drafts is, we believe, a reflection of an improvement in the liaison between the staff of this Branch and professional planners on the staff of local planning boards or engaged as consultants by local boards. This is a very encouraging development and augurs well for continued improvement in the quality of official plans in the future.



### Subdivisions and five-percent lands

There were 538 applications for the approval of new plans of subdivision received during 1963, up slightly from 531 in 1962. The number of plans draft approved, or not recommended for approval, was 525 in 1963 as compared to 520 in 1962.

The number of final plans approved dropped substantially from 570 in 1962 to 484 this year.

Under certain circumstances, land that is under subdivision control may be subdivided with the consent of a designated planning board or of the Minister of Municipal Affairs where there is no planning board, without the requirement of registering a plan of subdivision. During 1963, this Minister gave his consent to 315 land transactions under this provision, and increase of 20% over the 1962 figure.

In examining the number of plans approved it must be recognized that these figures cannot be used to measure the amount of land



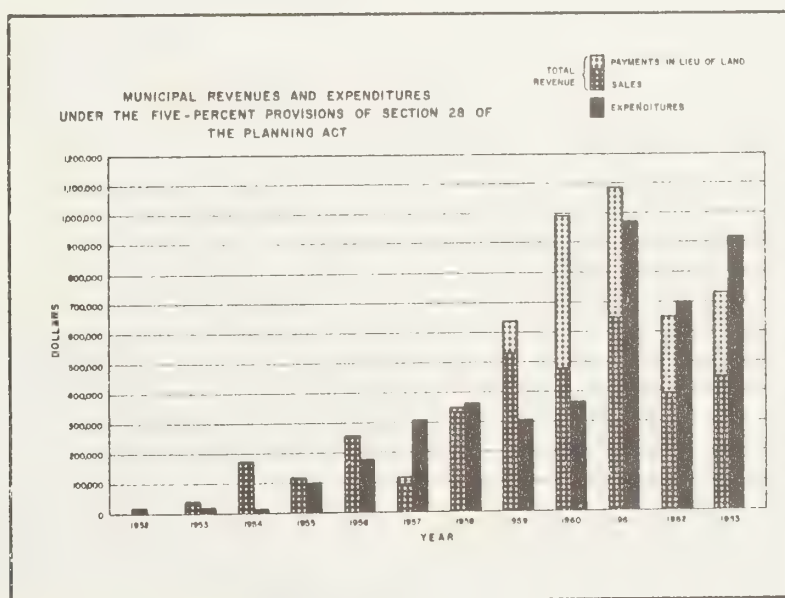
(or number of building lots) being placed on the market. While no records are yet available, it would appear that a large number of lots are being created by metes and bounds descriptions, some of which are subject to consent of local planning boards, and by description reference plans.

Under Section 28 of The Planning Act, the Minister may require that up to 5% of the land in a plan of subdivision be conveyed to a municipality for park or other public purposes. Under certain circumstance, a cash payment can be substituted for the conveyance of land and in other circumstances municipalities may sell the land they have acquired under these provisions. The proceeds of both types of transactions can be used only to acquire alternative land for public purposes, and all three types of transactions require the Minister's approval.

In 1963, the number of applications for approval were substantially higher than the figures for 1962, and the amounts of money involved were also greater, as will be seen from the following table:

<u>Cash in lieu</u>	<u>Jan. 1st to Dec. 31st, 1963</u>	<u>Jan. 1st to Dec. 31st 1962</u>
Applications received	92	55
Applications approved	76	51
Amount approved	\$282,341	\$258,434
<u>Sales of 5% land</u>	<u>Jan. 1st to Dec. 31st, 1963</u>	<u>Jan. 1st to Dec. 31st, 1962</u>
Applications received	123	98
Applications approved	109	67
Amount approved	\$454,457	\$397,518
<u>Purchases of land using 5% funds</u>		
Applications received	44	38
Applications approved	44	41
Amount approved	\$920,126	\$695,801

The annual statistics of municipal revenue and expenditure under the five-percent provision of The Planning Act do not reflect accurately the total value of land involved in transactions that have taken place under these provisions in each year. Occasionally municipalities exchange land obtained under these provisions for other land of equal value. While such transactions are counted as sales and purchases for statistical purposes, the money value usually does not appear in the totals for the year concerned. Where there is a difference in the values of the properties concerned, it is only this difference that is included in the revenue or expenditure columns for the year. Also, municipalities have sold land at a nominal value to conservation authorities for park purposes on a few occasions, the annual figures for the year including only this nominal payment and not the market value of the land involved.



### **Trend to better zoning by-laws**

At the request of the Ontario Municipal Board, the Community Planning Branch reviews and comments upon Zoning by-laws and amendments to zoning by-laws that are submitted to the Board for approval. The total number of new by-laws and amending by-laws reviewed during 1963 was 1083, compared with 1021 in 1962. The annual average for the past 8 years is 803.

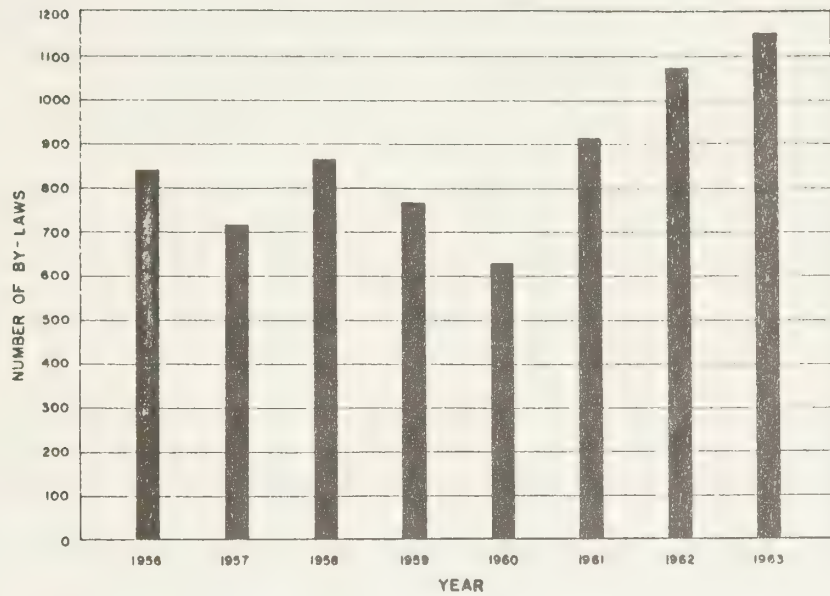
The Branch also reviews and comments (on request) to planning boards, municipal councils, and planning consultants on draft by-laws and amendments before they are enacted by the municipal council. In 1963, 37 such by-laws and amendments were reviewed, more than twice the number reviewed in 1962.

These figures give some indication of the increasing awareness on the part of municipalities of the value of zoning by-laws as a constructive means of improving community development and avoiding substandard conditions. They also reflect the increasing volume of work the Branch is required to perform. They do not tell the whole story, however. Not only is there an increasing use of zoning by-laws by municipalities, but many municipalities that had previously had rudimentary and inadequate by-laws are now modernizing them to make them more effective and at the same time to delete provisions that impose unnecessary restrictions on private activities.

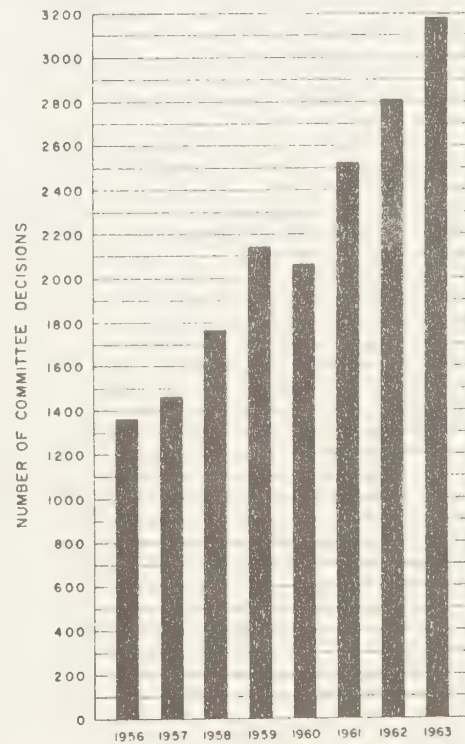
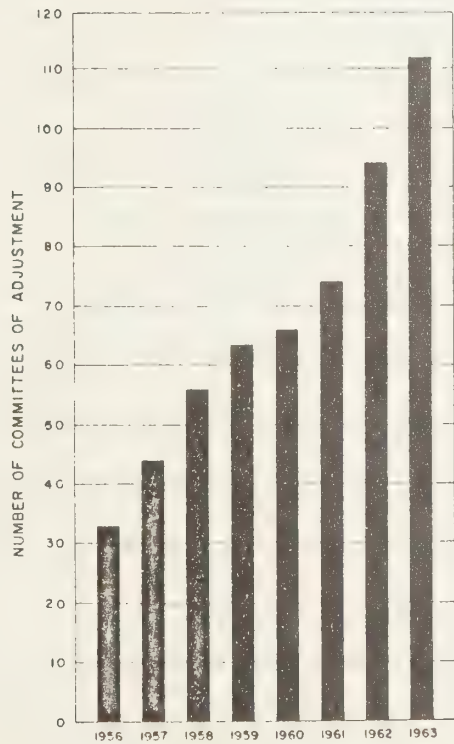
These newer, better zoning by-laws are understandably more complex

# COMMENTS ON ZONING BY-LAWS

BY THE  
COMMUNITY PLANNING BRANCH



## COMMITTEES OF ADJUSTMENT





and this fact, coupled with the increasing number of by-laws submitted for review and comment, is exerting a considerable strain on the resources of the Branch. It is intended that the current redeployment of the staff assigned to official plans and zoning work will permit the Branch to cope with this increasing volume of work and to improve its advisory service with respect to zoning matters.

While the zoning picture in Ontario is generally encouraging, it also has some disturbing elements. The records of the Branch are not necessarily accurate as to the number of municipalities with zoning by-laws -- there is no statutory responsibility for municipalities to advise the Branch of the zoning by-laws they have in force -- but over the years as much information as possible about zoning activities in the Province has been collected. This information indicates that all of the cities in Ontario have one or more zoning by-laws in force but only 60% of the 157 towns, 27% of the villages, 35% of the townships, and 32% of the improvement districts in the Province have such by-laws. Some municipalities are preparing their first by-laws now and it is understandable that others will be experiencing static conditions at the present time, thus obscuring the need to prepare for periods of change in the future, but the substantial number of municipalities without zoning protection is a matter for serious concern.

### **Committees of Adjustment**

There were 112 committees of adjustment operating in Ontario municipalities at the end of 1963, an increase of 18 during the year. It is the function of these agencies to consider applications for minor variances from the provisions of zoning by-laws, in the interest of introducing a desirable degree of flexibility in the application of such by-laws.

The Community Planning Branch reviews all decisions of all committees of adjustment and, where deemed appropriate, recommends that the Minister appeal to the Municipal Board against individual decisions. In 1963, 3186 decisions were reviewed, up 13% over the 1962 figure of 2808. The Minister found it necessary to appeal to the Municipal Board against only 9 of these -- less than 0.3% of the total reviewed. The original applicants to the committee of adjustment appealed against 68 decisions during the year, and a further 63 decisions were appealed by others, the total number of appeals was thus 140, which represents 4.4% of the decisions handed down during the year. This is proportionately slightly less than the 4.6% appealed in 1962.

### **The year in urban renewal**

In 1963, the Minister approved two municipalities -- Trenton and Metropolitan Toronto -- entering into agreements whereby they would receive grants from Central Mortgage and Housing Corporation to assist in financing urban renewal studies. Studies previously com-

menced proceeded during the year in Ottawa, Sudbury, Niagara Falls, the Lakehead, and Cornwall. The first three of these are nearing completion. While the Provincial Government does not provide financial assistance in carrying out studies of this kind, the Branch is represented on liaison committees which provide guidance in connection with each.

Four municipalities designated redevelopment areas with the Minister's approval in 1963 -- Peterborough, Ottawa, Midland, and the City of London. Also, the redevelopment area previously designated by the City of Toronto on the south side of Queen Street, opposite the site of the new city hall, was increased in area during 1963.

The Minister approved the acquisition by the municipality of land in redevelopment areas in Peterborough, Ottawa, and Midland during 1963. At the end of the year, approval in principle had been given to a Provincial grant towards the acquisition and clearance of land in redevelopment areas in Ottawa and Midland and in the Cities of Hamilton, Kingston, and Toronto. Other redevelopment projects in respect of which the Province is making grants are located in the Cities of Sarnia, Windsor, Hamilton, and Toronto. Details are as follows:

	1963 Calendar Yr.	Total Since Commencement including 1963
Toronto "Moss Park"	\$230,058.69 cr.	\$964,981.00
Windsor "Stage I"	10,292.80	390,230.27
Windsor "Stage II"	44,550.03	213,228.02
Sarnia "Bluewater"	336,658.55	842,741.30
Hamilton "Van Wagner's Beach"	<u>286,811.24</u>	<u>286,811.24</u>
	\$448,253.93	\$2,697,991.83

The Toronto "Moss Park" credit noted above is due to recoveries from the sale of part of the cleared site for Limited Dividend Housing Project and for an Armoury. The Windsor "Stage II" expenditures have been reduced by a recovery of \$66,983.11 resulting from sale of part of the cleared site for the construction of a county court building.

### **Minister's Orders**

Under Section 27 of The Planning Act, the Minister may by Order establish zoning regulations on areas of subdivision control where a municipal council has not exercised its powers in this regard. In 1963, the Minister made four such Orders imposing subdivision control over the following areas:

<u>Date of Order</u>	<u>Ontario Reg. No.</u>	<u>Area Covered</u>
July 2, 1963	186/63	Geographic Township of Commande
July 2, 1963	185/63	Geographic Townships of O'Brien, Owens, Teetzel and Williamson
Oct. 24, 1963	291/63	Geographic Townships of Casgrain, Hanlan, Kendall and Way.
Nov. 12, 1963	307/63	Improvement District of White River.

### **PROMOTING SOUND PLANNING**

The Branch programme of stimulating community planning takes a number of forms. One aspect is represented by conferences, workshops, lectures and publications sponsored directly by the Branch, or in conjunction with other agencies oriented to the planning field (Town Planning Institute of Canada, Community Planning Association of Canada, Stratford Civic Design Group) in which case



the Branch representatives act as resource persons and speakers.

The second aspect of the programme is represented by the numerous day-to-day associations which take place between representatives of the Branch and Municipal councils, planning boards, land developers, planning consultants and private persons in the course of dealing with the preparation of a particular planning document (official plan, subdivision control by-law, zoning by-law, etc.) or a specific application before the Minister for approval.

In these associations every effort is made to instil in the parties involved not only the correct procedures to be followed but also the necessity of assuring the inclusion of sound community planning principles in the action being taken. No cumulative record has been kept of the number of individual contacts made in this manner but a reasoned estimate would place the number of face to face contacts, in our offices and in the field, at approximately 1,000. In regard to the latter form of contact it is pointed out that the intensity (and we hope, effectiveness) of these contacts with municipalities in northern Ontario has risen appreciably since the placement of District Planning Advisers in the Departmental offices at Sudbury and Port Arthur in the third quarter of 1963. It is our intention to place two more District Planning Advisers in the field, covering south-western and south-eastern Ontario, before the end of 1965. The specific timing will depend, in large measure, on our success in recruiting new staff during this period.

A major step forward was taken in 1963 with the appointment to the Extension and Field Services Division of the person experienced in publications whose responsibilities include the production of Branch publications, including Ontario Planning, and the arrangement of Branch conferences and workshops. This step will, we believe, permit the establishment of a much more effective programme of publications than we have had hitherto.

An analysis of the type of contact made would indicate that in 1963 a much greater than average percentage of municipal contacts were with rural and county councils. The reasons for these associations vary widely but in many cases the interest in planning has emerged as a result of increasing urban and summer resort pressures on the rural environment with resultant serious physical and economic consequences; the fear of rural municipalities of successful annexation bids based upon their apparent inability to manage urban-type growth; and the realization that a municipality which moves from a purely rural character in the direction of a rural non-farm community also moves from a purely rural council to one representative of the new interests - council representatives who often have quite different attitudes towards local government, than the original members of council.

### **Conferences**

Two major conferences were sponsored by the Branch in 1963: a Planning Consultants' Conference in November attended by represent-

atives of 25 firms providing planning consulting services to Ontario municipalities, and a two-day Ontario Planning Staff Conference in December attended by planning staff from 30 Ontario municipalities. The Ontario Planning staff conference (the 8th sponsored by the Branch) and, to a degree, the Consultants Conference (the 2nd) are designed to provide the Branch with the opportunity to assess the appropriateness of Branch policies on the basis of experiences gained by these staff persons working at the local level; to explain the reasons for these policies; and to provide a forum for the discussion of emerging problems and solutions.

No Branch workshops were held in 1963. This was due to staff shortage and not to the failure of workshops held regularly in previous years. We have found these workshops of extreme value in communications with local councils and planning boards. Workshops will be held in 1964 - two are already scheduled for the first quarter. It would appear from discussions with other Branches of the Department that excellent value could be secured by the holding of several multiple Branch workshops in the field in 1964.

Staff of the Branch were involved as speakers and resource persons, and in the organization of a large number of planning and associated conferences during the year. Among these conferences we would mention that of the Georgian Bay Development Association; Community Planning Association of Canada, Muskoka District Council, Association of Ontario Counties, Association of Rural Municipalities, Ontario

Municipal Association, Department of Education Conference on School Design, Ontario Building Officials, National Association of Housing and Redevelopment Officials, Association of Ontario Housing Authorities, Stratford Civic Design, Ontario Land Surveyors, Air Pollution Conference and Ontario Federation of Agriculture.

Arrangements have been made for a series of conferences with representatives of the Urban Development Institute in 1964. These meetings are proposed for the purpose of permitting representatives of the Branch and of the Institute which represents a large segment of the land development industry in Ontario, to understand one another's positions, resulting, it is our hope, in advantages accruing to both parties.

### **Publications**

Four issues of our Branch publication "Ontario Planning" were produced in 1963. This is the 10th year of publication. "Ontario Planning" has throughout this period continued to be in demand not only by planning boards and councils for which it was primarily designed but also by a wide range of professional people, universities, libraries and private individuals. We have had numerous requests for permission to reproduce articles in the publication and its name is often seen in other planning publications, both in Canada and the United States. We have found that the back issues are very helpful as resource material for new planning boards and recent appointments to boards. There has been a brisk turnover of publications (Better Place to



Live, Urban Renewal Notes, Planning Surveys, Subdivision Approvals Manual, etc.) produced by the Branch in previous years. As mentioned earlier a person experienced in the field of publications has been appointed to the staff to act as Editor of Ontario Planning, edit all publications of the Branch, and assist in Branch conferences and workshops. This action is consistent with the reorganization of the Branch proposed in 1962 and designed, in part, to reinforce our extension programme.

There has been some criticism directed at the Branch to the effect that the amount of material on planning made available to new members of planning boards is inadequate. Over the past few years a great deal of material has been directed to planning boards through Ontario Planning, bibliographies, publications on planning surveys, urban renewal notes, reproduction of relevant material prepared in other jurisdictions, mapping standards, subdivision procedural manuals, official plan formats, consolidations of planning legislation, etc. While there are gaps in the information passed to local boards it appears that the problem is not so much one of failure to pass information as it is one of difficulty on the part of many new members in finding material already passed to the board. We are examining this problem and hope to find a method, perhaps the production of a comprehensive publication which can be made available to all new boards and board members, that will overcome this situation.

## **SPECIAL PLANNING STUDIES**

One of the main objectives sought in the Branch reorganization was the establishment of a strong research unit within the Branch which would (a) provide the operational sections and the Director of the Branch with background data as a basis for decisions on applications; (b) direct relevant information on population, economic trends, implications of various land development policies, etc., to local municipalities for use in their planning programmes and (c) conduct research into areas of darkness which inhibit the formulation of logical planning decisions. Such a research unit was formed (the Research and Special Studies Division) in 1963. While the head of this Division has not yet been appointed, a fact which has prevented the full effectiveness of the Division being realized, the Division has already conducted, and has embarked upon, a number of projects of significance. Among the more important the following may be mentioned:

(a) Regional studies of population and employment distributions, existing land use and potentialities, and the projection to 1985 of these characteristics as part of the data utilized by the Department of Highways in the production of regional highway plans. Studies of this nature were conducted in the Niagara Peninsula, Toronto-Hamilton-Oshawa area, and the London area in 1963. These studies are continuing with the prospect of several other regions being studied in 1964.

(b) Worked in conjunction with the Department of Economics and Development in the preparation of their Economic Survey of the Niagara Region.

(c) Continued our association with the Federal Department of Mines and Technical Surveys in collecting field data on land use, as a basis for the preparation of Federal map series at 1:50,000 scale.

(d) Studied physical and social characteristics of Kitchener-Waterloo and surrounding area as a basis for re-examination of planning organization presently existing in area.

(e) Initiated research, in conjunction with the Agricultural Rehabilitation and Development Act Directorate (A.R.D.A.) and the Town of Burlington, on implications of urban growth on the agricultural base of this community.

(f) Prepared subdivision statistics (number of lots, type, timing, location, etc.) covering a large number of municipalities and made them available to municipalities.

(g) Plotted municipal boundaries in conjunction with the Municipal Administration Branch of this Department on a programme established under the Municipal Corporations Quietening Orders Act - preparing graphic plans of 175 municipalities.

During the year representatives of the Branch had the opportunity of working jointly with other Branches of this Department on a number of special projects including examination of a number of northern communities, in an attempt to resolve serious development

problems. The most prominent of these joint projects was that in relating to Brunetville, a large Settlement lying in unorganized territory adjacent to Kapuskasing. The first phase of this long term project, the securing of municipal reorganization of the Kapuskasing area, has now been completed with the new expanded Town of Kapuskasing coming into existence on January 1, 1964. The second phase, the formulation of physical and financial plans for rehabilitation of Brunetville, will be pursued in 1964 and 1965. This project has been a most satisfactory illustration of interdepartmental and intergovernment co-operation.

Representatives of the Branch have also served on a number of major committees of both a professional and government nature including the Metro Toronto and Region Transportation Study, Agricultural Rehabilitation and Development Directorate, Conservation Advisory Committee, Administrative Subcommittee on Townsites, Royal Architectural Institute of Canada Zoning Committee, a number of local Urban Renewal Committees, Hull-Ottawa Transportation Study Committee and other committees.

In closing we would express our appreciation of the co-operation we have received in 1963 from other Branches of this Department, other Departments of the Province, local municipalities and planning boards without whose assistance our task would be made much more difficult. We hope that the assistance we have tendered to these agencies has proved to be of as much value to them as their assistance has been to us.









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# ONTARIO PLANNING

*Newsletter*

Volume 11 Number 2 1964



**Maintenance  
and occupancy by-laws**  
a look at the new legislation



ONTARIO

DEPARTMENT OF MUNICIPAL AFFAIRS



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ONTARIO

**DEPARTMENT OF MUNICIPAL AFFAIRS**

COMMUNITY PLANNING BRANCH

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HON: J. W. SPOONER, Minister

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## Maintenance and occupancy by-laws

Legislation was enacted recently in Ontario extending to municipalities the authority to pass by-laws prescribing minimum standards for the maintenance and occupancy of dwellings. This edition of ONTARIO PLANNING sets out this new legislation, sketches in the history of its enactment, indicates how the by-law authority relates to the planning program of the community, and suggests the type of provisions that should go into the official plan to meet the statutory requirements. The issue also includes a model by-law which can be adapted to the specific conditions existing in any municipality.



### How the new legislation came about

The publication of the report "A Better Place to Live" in June, 1962, was the culmination of a three-year study of establishing and enforcing minimum housing standards.

The need for such standards had become a matter of concern during the last decade as interest in preventing the spread of blight and deterioration of residential neighbourhoods increased substantially. This led to a meeting in June, 1958, in Winnipeg, Manitoba, between provincial planning officials from eight provinces and representatives from Central Mortgage and Housing Corporation to discuss a proposed study. The meeting agreed that the study should be undertaken by the Province of Ontario. Generous financial assistance was received from Central Mortgage and Housing Corporation in carrying out the study.

In the introduction to "A Better Place to Live" a summary was given of the seven major observations resulting from the study, as follows:

1. Programs of dwelling conservation cannot be expected to be successful if they are conceived and administered apart from other community development programs. Greater emphasis must be placed upon the function of long-range community planning when considering dwelling conservation programs, including by-law enforcement.
2. Rehabilitation is frequently confused with conservation. Rehabilitation is the raising of standards through physical improvement. Conservation is maintaining these, and higher standards on a long-range basis. Buildings are rehabilitated by adding space, painting, repairing, and other physical changes. Neighbourhoods, too, are rehabilitated -- often by removing the worst houses, changing street patterns, adding parks and other open spaces. In general, these are the things a municipality does to add confidence to the neighbourhood, and to encourage the individual to maintain his own property.
3. Many factors enter into a dwelling conservation program such as adequate planning, integrated administration, trained staff, money to repair, and willingness to recognize a standard by owners. One of the major factors identified by many during the course of the study was that of assessment and taxation. Many felt that the present traditional form of assessing land and buildings discouraged improvements and encouraged blight. Suggestions for improvement ranged from tax concession for improvement and penalties for neglect, to revision in the present assessment and tax structure.
4. Money to make dwelling conservation programs effective must come from two sources. These are public money to undertake general and

specific neighbourhood improvement programs and private funds to pay for actual maintenance and improvements in individual houses. The need to relate municipal improvement programs to neighbourhoods, to encourage maximum individual, private effort, emphasizes the long recognized need to consider capital budgeting in long-range community planning programs.

Funds for individual, dwelling maintenance and improvements are limited. The sources are the individual's capacity to pay, government assisted home improvement loans and, in a few cases, municipal loans to take care of "hardship" cases. It has been suggested that more attention must be paid to increasing the amount of loans from public sources, and that the choice of home ownership under government assisted mortgages be broadened to include used, or existing real estate. At present, the choice is limited to new construction -- frequently, if not always, in the suburbs.

5. Rooming houses are reported to be the most difficult kind of dwelling to deal with in setting and enforcing minimum standards of occupancy and maintenance. It was generally agreed by those officials and others directly involved that a minimum standard of occupancy and maintenance should apply to dwellings in rooming houses as well as to other dwellings. It was the view of many that rooming houses should be subjected to the same inspection and enforcement as any other dwelling, and not limited to a system of licensing.
6. Implementation of a by-law enforcement program will necessarily vary according to the wide variety of local administrative circumstances found in Ontario and in the other provinces. Co-ordination of inspection and enforcement policies is deemed essential. The overall aim should be one of education



and voluntary compliance. The legal enforcement of a by-law is the last resort.

7. The by-law appearing in this report has been developed as a guide to municipalities interested in taking a more active program of conserving existing residential stock and of preventing neighbourhood blight. As local conditions will necessitate variations in the administration of such a program so, too, will local conditions affect the details contained in the by-law.

While there are a number of pieces of legislation affecting certain aspects of dwellings -- health, safety and structure -- the contents of the suggested by-law do not overlap or interfere. Integration of all other aspects will have to be achieved.

"A Better Place to Live" concluded by specifically setting forth a suggestion for provincial legislation and a model by-law. The legislation now enacted is set out in full in Appendix 1 of this issue and the model by-law in Appendix 2.

The model by-law is intended as a guide to municipalities in determining what items and standards they wish to include. These must be carefully considered in order to relate to particular local conditions.

Support for this proposed legislation was expressed by mayors, reeves, municipal officials, social organizations and many other interested persons and organizations between the date the report was published in June, 1962, and May 8, 1964, when the legislation was enacted.

## **What does the legislation authorize?**



Section 30a of The Planning Act was enacted and came into force on May 7, 1964. It authorized the councils of municipalities in Ontario to pass by-laws for prescribing standards for maintenance and occupancy of residential property, for prohibiting the use of such property that does not conform to the standards or, alternatively, to be cleared of all buildings or structures. Section 30a is reproduced in Appendix 1.

By-laws passed under this new provision do not come into force until they have been approved by the Ontario Municipal Board. There is provision for appeal to the Municipal Board where an application for amendment to the by-law is submitted and either refused or no decision given. Housing standards committees must be established with authority for granting extensions of the time for making repairs to dwellings to bring them up to the standards prescribed in the by-law.

This authority to pass these by-laws is, however, only available where there is in effect in the municipality an official plan that includes provisions relating to housing conditions. This issue focuses on how by-laws prescribing minimum standards of maintenance and occupancy can be used to implement sound planning programs and particularly upon the provisions relating to housing conditions that should be incorporated in the official plan.

## **How do the by-laws relate to planning?**



The need for sound planning if our urban communities are to prosper and fulfil their purpose is now generally accepted, but planning by itself is not enough. The planning must be wisely and actively implemented if it is to be effective. Streets must be laid out and constructed; houses, shops, and factories must be built; services must be installed; community facilities must be provided -- and all of these must be occupied and used by people.

Much of the actual implementation of plans for community development results from decisions and actions taken by private individuals and by commercial firms and other organizations but the municipality has a direct responsibility for providing, operating, and maintaining certain services and facilities. Also, local authorities and the public generally must accept certain restraints on their actions, such as on the locations of schools, parks, and municipal buildings; the subdivision of land; and the establishment of shops, service stations, or apartment houses.

The restraints applying to municipal actions are self-imposed, to a large measure through the official plan, but the municipality must also accept responsibility for passing by-laws designed to ensure that private actions affecting the physical character of the community will conform with the plan of development that has been agreed upon -- that is, with the official plan. Subdivision-control by-laws and zoning by-laws are two examples of the necessary restraint on private action if planning is to be implemented effectively.

The carrying out of a sound planning program and the passing of appropriate by-laws to regulate new development will go a long way in encouraging development of good quality but they offer no guarantee that this quality will be maintained over years of use by succeeding generations of people who will live in the community. No governmental action can guarantee the creation or the maintenance of ideal community conditions, of course -- these depend to a high degree on the pride and interest that the residents take in their homes and other properties and in their community. It is increasingly obvious, however, that some rules must be laid down and some minimum standards of performance prescribed and enforced if the values originally built into the physical community are to be sustained and protected. This is where the new authority for municipalities to prescribe minimum standards for maintenance and occupancy of dwellings comes in.

## Housing conditions and the official plan



The official plan is the principal policy statement of the municipality concerning its future development. It serves as a guide to public agencies and to private individuals and organizations in actions and decisions that will affect, or be affected by, the physical development of the community. It also provides the basis for such regulatory measures as zoning by-laws.

From a legal point of view, the official plan has a special importance to any municipality considering the passing of a maintenance-and-occupancy by-law, because subsection 2 of the new section 30a of The Planning Act requires that there be in effect in the municipality "an official plan that includes provisions relating to housing conditions" before such a by-law can be passed. Even if this statutory requirement did not exist, any comprehensive planning program for an urban community should concern itself with such matters as the quality of existing housing accommodation, the location and degree of any overcrowding that is found to exist, vacancy rates, ownership and tenancy patterns, housing costs, the financial ability of owners to pay for house improvements, and the adequacy of municipal services and community facilities. Based on a thorough study of these and perhaps other matters relating to housing, appropriate provisions should be included in the official plan to establish and set out formally the municipality's policies for maintaining existing sound housing stock, improving the quality of housing that has been found to have deteriorated, and replacing housing that has declined to the point where it cannot be satisfactorily and economically rehabilitated.

Where these studies have not yet been undertaken and completed and appropriate provisions incorporated in the official plan, these deficiencies should be corrected before any steps are taken to enact a by-law prescribing minimum standards for the maintenance and occupancy of dwellings. Local authorities are urged to discuss their programs with the staff of the Community Planning Branch before setting about doing these studies. This will permit the Branch to advise on the exact nature of the studies to be undertaken in order to suit the particular characteristics of each community. Discussion with the staff of the Branch at an early stage and liaison throughout the



study program may also avoid unnecessary delay in securing the approval of the official plan or amendment by the Minister.

It is impossible to prescribe here the specific provisions that might go into official plans to establish policies on housing conditions, of course -- these must be determined for each individual community on the basis of careful study of the local situation. However, certain suggestions can be made as to the type of information and policies that might be appropriate. The remainder of this pamphlet is devoted to setting out these suggestions.

#### PURPOSE

Under this heading in a section on housing, the official plan might include a general statement to the effect that it is the continuing policy of the community to encourage the development and maintenance of an efficient and pleasant environment for living. It might go on to point out that one of the most important elements in achieving this objective is the existence of residential areas with dwelling units of appropriate kinds and acceptable quality and with adequate community facilities and amenities.

Reference should be made to the studies that would have been carried out covering such matters as the quality of existing housing accommodation, the location and degree of overcrowding, vacancy rates, ownership and tenancy patterns, housing costs, the financial ability of owners to pay for house improvements, and the adequacy of municipal services and community facilities, including such things as water and sewerage facilities, roads, parks and other recreational facilities, and schools. If some residential areas were found to be characterized by relatively serious deterioration and congestion, this should be stated. Similarly, it would be appropriate to include a statement that most areas were found to be in a sound condition, if this is so.

#### PROBLEM AREAS

This section should indicate those areas within the municipality where substandard conditions of maintenance and occupancy of dwellings exist. These areas should be specifically delineated on a map or maps and they should be dealt with

separately in the text. This will involve, at the very least, a discussion of the problems peculiar to each area with some indication being given of their degree of severity.

Since the measures to be taken by a municipality to correct the existing conditions will vary, in some cases, from one area to another, it will be necessary to indicate in some detail, when appropriate, what policies will apply in a given area. Such policies, for example, might deal with specially tailored standards to be included in a by-law passed under section 30a of The Planning Act or they might be related to certain public works that will be undertaken by the municipality such as the acquisition of land for park purposes, the widening and re-surfacing of roads, the construction of off-street parking areas or the improvement of water and sewer facilities.

In many situations, it may not be possible for a municipality to undertake the administration and implementation of a minimum housing standards program in all areas simultaneously. When this is the case, it would seem desirable for a staging or priority system to be established and described to indicate the sequence in which the program will be applied in the various areas.

#### IMPLEMENTATION

The official plan might set out under this heading a municipal policy of carrying out a balanced program of urban renewal providing for conservation, rehabilitation, and re-development of existing housing stock, as appropriate, in order to guard against dwellings in the community falling below an acceptable minimum standard of maintenance and occupancy. Various measures might be included as part of the policy for achieving the conservation and rehabilitation of existing residential accommodation, including these:

1. An educational and public-relations program to show the benefits accruing to an owner who improves his dwelling, together with information indicating what improvements can be made without increasing assessment.
2. The spending of municipal money toward the improvement of such public works and undertakings as schools, streets, parks, and services within the areas.

3. Strict enforcement of the existing zoning, building, health and fire-prevention by-laws.
4. The enactment of a by-law pursuant to section 30a of The Planning Act setting forth a minimum standard for maintenance and occupation for dwellings within the municipality. (Such a by-law may be applied to the whole municipality or to any defined area or areas of the municipality.)

A by-law passed under section 30a of The Planning Act should have regard to the following matters and set the appropriate standards:

1. The physical condition of yards and passageways including the accumulation of debris and rubbish.
2. The adequacy of sanitation, including drainage and garbage.
3. The physical condition of accessory buildings.
4. The physical condition of the dwellings or dwelling units with particular regard to the following:
  - (a) insects and vermin
  - (b) structural standards
  - (c) water-tight conditions
  - (d) adequacy of light and ventilation
  - (e) condition of stairs
  - (f) interior walls, ceilings, and floors
  - (g) toilet facilities
  - (h) condition of chimneys
  - (i) general cleanliness
  - (j) heating system
  - (k) adequacy of electrical service
  - (l) adequacy of food-preparation facilities
  - (m) adequacy of access
  - (n) standards dealing with minimum areas, heights, etc.

If redevelopment of certain areas is found to be necessary, the official plan should point out that this will be achieved in large part by private enterprise in the normal course of investment in the construction of new buildings,

guided by the official plan and observing zoning and other regulations in force. Where private action must be supplemented by public action, the official plan could indicate those areas where the redevelopment provisions of The Planning Act will be invoked, with or without financial assistance to be sought from the provincial government under The Planning Act or the federal government under the National Housing Act.

#### ADMINISTRATION

It is becoming increasingly obvious from experience that a program for maintaining minimum housing standards cannot be successful unless the responsibility for its establishment and administration is assigned to an agency that has been given clear and appropriate authority and adequate organization to do the job. The allocation of this responsibility will vary from municipality to municipality, of course, but the importance of making the assignment to a specific municipal agency or officer cannot be over-emphasized. In some cases, it may be found possible to set out in the official plan the name of the municipal agency or office to which the responsibility is to be assigned. In others, the official plan should at least indicate a recognition of the importance of making such an assignment and should stipulate the characteristics and facilities that the agency or office should have.



## CHECK LIST

Here is a summary of the steps to be taken in bringing into force a by-law prescribing minimum standards of maintenance and occupancy of dwellings.

1. Discuss with the Community Planning Branch the special requirements of the community, the type of study to be undertaken and the procedural requirements for obtaining the necessary approvals.
2. Conduct a thorough study of housing conditions in the community.
3. Prepare a suitable amendment to the official plan, discussing it with the Community Planning Branch before it is formally recommended by the planning board and adopted by the council.
4. Establish the staff arrangements for administering the by-law.
5. Prepare a draft of the by-law and discuss it with the Community Planning Branch.
6. Enact the by-law.
7. Apply to the Municipal Board for approval of the by-law.
8. Appoint a housing standards committee.

# APPENDIX 1

## SECTION 30a OF THE PLANNING ACT

The Planning Act was amended on May 8, 1964 by adding the following section:

- 30a.—(1) In this section, Interpre-  
tation
- (a) “committee” means a housing standards committee established under this Act;
  - (b) “residential property” means any property that is used or designed for use as a domestic establishment in which one or more persons usually sleep and prepare and serve meals, and includes any land or buildings that are appurtenant to such establishment.
- (2) If an official plan that includes provisions relating Standards of  
maintenance  
and  
occupancy to housing conditions is in effect in a municipality, the council of the municipality may pass a by-law,
- (a) for prescribing standards for the maintenance and occupancy of residential property within the municipality or within any defined area or areas and for prohibiting the use of such residential property that does not conform to the standards;
  - (b) for requiring residential property below the standards prescribed in the by-law to be repaired and maintained to comply with the standards or the land thereof to be cleared of all buildings or structures and left in a graded and levelled condition.
- (3) A by-law passed under this section is not enforce- Notice able with respect to a residential property until notice has been sent by registered mail to or served on the assessed owner and all persons shown by the records of the registry office or the land titles office and the sheriff's office to have an interest in such residential property and upon the occupant thereof, if any, stating that the residential property does not comply with the standards prescribed in the by-law and that repairs are required to be made thereto, giving reasonable particulars of the repairs required to be made, or that the land must be cleared and left in a graded and levelled condition and stating the time within which such repairs are to be made or such clearing is to be done, which shall be not less than six months, and that, if such repair or clearance is not so done, the municipality may carry out the repair or clearance at the expense of the owner.
- (4) No part of any by-law passed under this section Approval of  
O.M.B. comes into force without the approval of the Municipal Board.
- (5) No part of any by-law that repeals or amends a Repeal or  
amendment by-law passed under this section and approved by the Municipal Board, except a by-law passed pursuant to an order of the Municipal Board made under

subsection 6, comes into force without the approval of the Municipal Board.

Appeal

- (6) Where an application to the council of a municipality for an amendment to a by-law passed under this section is refused or the council refuses or neglects to make a decision thereon within one month after the receipt by the clerk of the application, the applicant may appeal to the Municipal Board, and the Municipal Board shall hear the appeal and dismiss it or direct that the by-law be amended in accordance with its order.

Housing  
standards  
committee

- (7) Every by-law passed under this section shall provide for the establishment of a housing standards committee of three ratepayers of the municipality who shall hold office for such term and on such conditions as may be prescribed in the by-law, and the council of the municipality, when a vacancy occurs in the membership of the committee, shall forthwith fill the vacancy.

Chairman

- (8) The council of the municipality in making appointments to the committee shall designate the chairman and vice-chairman of the committee and shall make provision for a secretary for the committee, and the chairman, or in his absence the vice-chairman, may administer oaths.

Quorum  
and  
procedure

- (9) Two members of the committee constitute a quorum, and the committee may adopt its own rules of procedure but before hearing an appeal shall give notice or direct that notice be given of such hearing to such persons as the committee considers should receive notice.

Extension  
of time for  
complying  
with notice

- (10) Upon the application of a registered owner of a residential property who is the sole occupant thereof, either by himself or with the immediate members of his family, the committee may grant an extension of not more than one year from the end of the time specified in a notice given under subsection 3 within which the repairs are to be made or the clearing is to be done, provided that no extension shall be granted unless the committee is of the opinion that a refusal of the application would result in undue hardship.

Limitation

- (11) Not more than two extensions may be granted under subsection 10 in respect of any residential property.

Inspection

- (12) When a by-law passed under this section is in effect, such municipal officer as is assigned the responsibility of administering and enforcing the by-law may, at all reasonable times and upon producing proper identification, enter and inspect, either by himself or accompanied by one assistant, any residential property to which the by-law applies.

## APPENDIX 2

### MODEL BY-LAW TO PROVIDE STANDARDS FOR THE MAINTENANCE AND THE OCCUPANCY OF RESIDENTIAL PROPERTY

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The following model by-law was prepared for the report, "A Better Place to Live". This was based on material gathered from cities in Ontario, elsewhere in Canada, and in the U.S.A. It is intended only as a guide to municipalities as it is expected that special environmental or other local conditions will make certain modifications necessary.

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A by-law to provide standards for the maintenance of the physical condition and for the occupancy of residential property in (or, in defined areas of) the city of ..... The Council of the Corporation of the City of ..... enacts as follows:

- |  |                |
|--|----------------|
| 1. This by-law may be cited as the Model Maintenance-and-Occupancy By-law.   | Short title    |
| 2. In this by-law  | Interpretation |
| (a) "accessory building" means a building or structure the use of which is incidental to the use of a dwelling and which is located in the yard around the dwelling;   |                |
| (b) "city" (or, in its proper alphabetical location, "town", "township", or "village") means the Corporation of the City of .....  |                |
| (c) "dwelling" means a building any part of which is or is intended to be used for the purposes of human habitation, and includes a building that would be or would be intended to be used for such purposes except for its state of disrepair;  |                |
| (d) "dwelling unit" means one or more rooms located within a dwelling and used or intended to be used for human habitation by one or more persons;   |                |
| (e) "habitable room" means any room in a dwelling unit used or intended to be used for living, sleeping, cooking or eating purposes;   |                |
| (f) "non-habitable room" means any room in a dwelling or dwelling unit other than a habitable room, and includes bathroom, toilet room, laundry, pantry, lobby, communicating corridor, stairway, closet, basement, recreation room, boiler room or other space for service and maintenance of the dwelling, for public use, and for access to, and vertical travel between storeys; |                |
| (g) "notice" means a notice of violation and order to demolish or repair residential property served by an officer pursuant to this by-law;  |                |
| (h) "officer" means an urban renewal officer appointed from time to time by the Council of the City to administer this by-law;   |                |
| (i) "owner" includes the person who for the time being receives the rent of, or manages, or pays the municipal taxes on residential property in connection with which the word is used, whether on his own account or as agent or trustee of any other person, or who would so receive the rent if the residential property were let;  |                |
| (j) "repair" means taking the necessary action to bring residential property to the standards prescribed by this by-law;   |                |



- (k) "residential property" means a dwelling with the yard around it, and includes every accessory building and every dwelling unit within the dwelling;
- (l) "sewage system" means the city sanitary sewer system if one is available, and if not, a private sewage disposal system approved by the Medical Officer of Health;
- (m) "standards" means the standards of physical condition and of occupancy prescribed for residential property by this by-law;
- (n) "yard" means the land other than publicly owned land around and appurtenant to the whole or any part of a dwelling and used or capable of being used in connection with the dwelling whether or not the land is owned by the owner of the building.

General duty to repair and maintain residential property

3. (1) The owner of residential property shall repair and maintain the property in accordance with these standards to the satisfaction of the officer.

(2) Notwithstanding subsection (1) where the maintenance of any property affected by this by-law is by the written terms of a lease or an agreement for occupancy made the responsibility of the occupant, the officer may, in his discretion, require the occupant to repair and maintain the property in accordance with these standards to the satisfaction of the officer.

Structure of by-law

4. This by-law is divided into parts as follows: Part I — Maintenance of Yards and Accessory Buildings; Part II — Maintenance of Dwellings and Dwelling Units; Part III — Standards of Fitness for Occupancy; and Part IV — General Administration.

#### PART I — MAINTENANCE OF YARDS AND ACCESSORY STRUCTURES

Yard to be kept clean

5. A yard shall be kept reasonably clean and free from rubbish or other debris and from objects or conditions such as holes or excavations that might create a health, fire or accident hazard.

Sewage and drainage

6. (1) Sewage shall be discharged into the sewage system.

(2) Inadequately treated sewage shall not be discharged onto the surface of the ground whether into a natural or artificial surface drainage system or otherwise.

(3) Storm water shall be drained from the yard so as to prevent recurrent or excessive ponding or the entrance of water into a basement or cellar.

Passageways

7. Steps, walks, driveways, parking spaces, and similar areas of a yard shall be maintained so as to afford safe passage under normal use and weather conditions.

Obnoxious plants

8. Ragweed and other noxious plants, such as poison ivy, poison oak, and poison sumac shall be eliminated from the yard.

Accessory buildings

9. (1) An accessory building, including a fence, shall be kept in good repair and free from health, fire and accident hazards.

(2) Where an accessory building or any condition in a yard may harbour noxious insects or rodents all necessary steps shall be taken to eliminate the insects or rodents and to prevent their reappearance.

(3) Domestic animals and pets shall be kept in accordance with the applicable city by-law.

(4) The exterior of an accessory building shall be made weather resistant through the use of appropriate weather resistant materials including paint or other preservatives.

(5) Where an accessory building is not maintained in accordance with these standards it shall be removed from the yard.

10. (1) Every dwelling and every dwelling unit within the dwelling shall be provided with such receptacles as may be necessary to contain all the garbage, rubbish, and ashes that accumulate in the yard and in the dwelling.

Garbage  
disposal

(2) Receptacles shall be

- (i) made of metal or plastic;
- (ii) made of water tight construction;
- (iii) provided with a tight fitting cover; and
- (iv) maintained in a clean state.

(3) Garbage, rubbish, and ashes shall be promptly stored in receptacles and removed in accordance with applicable city (town, village, township) regulations.

(4) Materials of an inflammable nature shall be safely stored or removed at once from the residential property.

## PART II — MAINTENANCE OF DWELLINGS AND DWELLING UNITS

11. (1) A dwelling shall be kept free of rodents and insects at all times and methods used for exterminating rodents or insects or both shall conform with generally accepted practice.

Pest  
prevention

(2) A basement or cellar window used or intended to be used for ventilation, and any other opening in a basement or cellar that might let in rodents shall be screened with wire mesh or such other material as will effectively exclude rodents.

(3) During the time of year when insects may enter a dwelling, each outside door shall be equipped with self closing device and every window, including a window in a door, or other device that opens to outdoor space, used or intended to be used for ventilation, shall be appropriately screened with wire mesh or such other material as will effectively exclude insects.

(4) Screens are not required for windows of multiple storey dwellings in rooms high enough to be free from insects.

12. Every part of a dwelling shall be maintained in a structurally sound condition and so as to be capable of sustaining safely its own weight and any additional weight that may be put on it through normal use.

Structural  
standard

13. (1) A foundation wall of a dwelling shall be maintained so as to prevent the entrance of moisture, insects and rodents.

Foundation  
walls

(2) Without restricting the generality of subsection (1) the maintenance includes shoring of the wall where necessary, installing subsoil drains at the footing, grouting masonry cracks, waterproofing the wall and joists and using other suitable means.

14. (1) An exterior wall of a dwelling and its components shall be maintained so as to prevent its deterioration due to weather and insects.

Exterior  
walls

(2) Without restricting the generality of subsection (1) the maintenance includes the painting, restoring or repairing of the wall, coping or flashing, waterproofing of joints, waterproofing of the wall itself, installing or repairing of termite shields, treating of the soil with poison and using other suitable means.

15. (1) A roof of a dwelling shall be maintained in a water-tight condition so as to prevent leakage into the dwelling.

Roofs

(2) Without restricting the generality of subsection (1) the maintenance includes repairing of the roof and flashing, applying waterproof coatings, installing or repairing eavestrough and rain water piping and using other suitable means.

(3) Dangerous accumulations of snow or ice or both shall be removed from the roof of a dwelling or an accessory building.

**Windows and exterior doors**

**16.** (1) Windows, exterior doors, and basement or cellar hatchways shall be maintained so as to prevent the entrance of wind and rain into the dwelling.

(2) Without restricting the generality of subsection (1) the maintenance includes painting, renewing rotted or damaged doors, door frames, window frames, sashes and casing, refitting doors and windows, weatherstripping, replacing defective door and window hardware, reglazing and using other suitable means.

**Inside and outside stairs**

**17.** (1) An inside or outside stair and any porch appurtenant to it shall be maintained so as to be free of holes, cracks and other defects which may constitute possible accident hazards.

(2) Without restricting the generality of subsection (1) the maintenance includes repairing or replacing

(a) treads or risers that show excessive wear or are broken, warped, or loose, and

(b) supporting structural members that are rotted or deteriorated.

(3) A handrail and banister shall be installed so as to provide reasonable protection against accident or injury on an open side of a stairway, balcony, landing, and stairwell.

**Walls and ceilings**

**18.** (1) Every wall and ceiling in a dwelling shall be maintained so as to be free of large holes or cracks and loose plaster or other material, the collapse of which might cause injury.

(2) Without restricting the generality of subsection (1) the maintenance includes repairing or filling holes and cracks and removing and replacing loose or defective parts.

(3) The surface of every wall and ceiling shall be finished so as to be reasonably smooth, clean, tight, and easily cleaned.

**Floors**

**19.** (1) Every floor<sup>8</sup> in a dwelling shall be maintained so as to be free of loose, warped, protruding, broken, or rotted boards, that might cause an accident, or that might admit rodents into a room because of holes or wide cracks.

(2) Without restricting the generality of subsection (1) the maintenance includes the repairing or replacing of floor boards and, where the floor boards have been covered with linoleum or some other covering that has become unduly worn or torn so that it retains dirt, the repairing or replacing of the linoleum or other covering.

**Toilet and bathroom floors**

**20.** (1) Every bathroom floor and every toilet floor where the toilet is in a separate room, shall be maintained so as to be reasonably impervious to water and so as to permit easy cleaning.

(2) Without restricting the generality of subsection (1) the maintenance includes installing, repairing, refinishing, and replacing a floor covering of a kind that will provide the waterproof and cleaning conditions required.

**Chimneys**

**21.** (1) Every chimney, smoke pipe and flue on a dwelling shall be maintained so as to prevent gases from leaking into the dwelling.



(2) Without restricting the generality of subsection (1) the maintenance includes clearing the flue of obstructions, sealing open joints, repairing masonry and using other suitable means.

**22.** (1) Every fireplace used or intended to be used in a dwelling for burning fuel in open fires shall be maintained so that adjacent combustible material and structural members shall not be heated to unsafe temperatures. Fireplaces

(2) Without restricting the generality of subsection (1) the maintenance includes securing connection to a chimney that complies with the standard of this by-law, lining and repairing and relining with fire resistant material and installing and repairing and replacing the hearth.

**23.** Every floor, wall, ceiling, furnishing, and fixture in a dwelling shall be maintained in a clean and sanitary condition. General cleanliness

### PART III — STANDARDS OF FITNESS FOR OCCUPANCY

**24.** (1) All plumbing, including every drain pipe, water pipe, water closet and other plumbing fixture in a dwelling and every connecting line to the sewage system shall be maintained in good working order and free from leaks and defects. Plumbing

**25.** (1) Where a dwelling is connected to the sewage system Toilet and bathroom facilities

(a) a toilet

(b) a wash basin, and

(c) a bathtub or shower

all of which are served with hot and cold running water (except the toilet, for which only cold running water is necessary) and are connected to the sewage system shall be supplied and maintained in good working order accessible to and available for each ten or fewer persons occupying the dwelling.

(2) The hot water serving the wash basin and bathtub or shower required by subsection (1) shall be served at such a temperature that it may be drawn from the tap at a temperature of not less than one hundred ten degrees Fahrenheit.

(3) Where a dwelling is not connected to a sewage system the toilet and bathroom facilities described in subsection (1) shall be supplied and maintained at a standard and in the manner prescribed by the Medical Officer of Health.

(4) A toilet required by this by-law shall be located within and accessible from within the dwelling.

(5) Where a toilet or urinal is used by the occupants of more than one dwelling unit the room in which it is located shall be accessible only from a common hall.

(6) No toilet or urinal shall be located within a room that is used for

(a) the preparation, cooking, storing, or consumption of food, or

(b) sleeping purposes.

(7) A wash basin served by running water draining into the sewage system shall be located in the room that contains a toilet required by this by-law, or in an adjoining room.

**26.** In a dwelling unit containing two or more rooms hot and cold running water draining into a sink connected to the sewage system shall be supplied and maintained in good working order. Wash basins



Heating  
system

27. (1) Every dwelling shall be provided with a heating system capable of maintaining a room temperature of ..... degrees Fahrenheit at five feet above floor level in all habitable rooms and bathrooms and toilet rooms when the temperature outside the dwelling is ..... degrees Fahrenheit.

(2) The heating system required by subsection (1) shall be maintained in good working condition so as to be capable of heating the dwelling safely to the required standard.

(3) Every dwelling shall be heated to the standard set out in subsection (1) during the hours between seven o'clock in the forenoon and eleven o'clock in the afternoon during every day between the first day of September and the first day of June in the next year.

(4) Every dwelling shall be heated to the standard set out in subsection (1) except that the temperature shall be maintained at ..... degrees in the hours between eleven o'clock in the afternoon and seven o'clock in the forenoon of the next day during every day between the first day of September and the first day of June in the next year.

(5) Without restricting the generality of subsections (1) and (2), the maintenance includes

- (a) keeping rigid connections between all heating, including cooking, equipment burning any fuel and a chimney or flue ;
- (b) keeping rigid connections between such equipment burning gaseous fuel and the supply line;
- (c) keeping such equipment burning gaseous fuels properly vented to a duct leading to an outdoor space.

(6) No gas appliance of any kind shall be installed or maintained in working condition with a gas supply in any room used or intended to be used for sleeping purposes.

(7) No person shall use or allow to be used for sleeping purposes a room containing a gas appliance of any kind in working condition with a gas supply.

(8) Where a heating system or part of it or any auxiliary heating system burns solid or liquid fuel a place or receptacle for the storage of the fuel shall be provided and maintained in a convenient location and properly constructed so as to be free from fire or accident hazards.

Electrical  
service

28. (1) The electrical wiring and all equipment and appliances located or used in a dwelling shall be installed and maintained in good working order so as not to cause a fire or electrical shock hazard.

(2) Without restricting the generality of subsection (1) the maintenance includes the repairing or replacing of defective wiring and equipment, the installing of additional circuits and any other repairs, alterations or installations required under the city electrical regulations.

(3) When the capacity of a circuit within a dwelling or a dwelling unit is in full or nearly full use as indicated by the amperage or wattage requirements shown on the appliance or appliances in use, no person shall use an additional appliance so as to increase the use beyond the capacity of the circuit.

Storage  
of food

29. (1) In a dwelling unit in which the occupants prepare or are intended or permitted to prepare food for their own consumption a suitable and convenient receptacle containing at least four cubic feet of storage space shall be maintained in good repair and in a clean state.

(2) Some part of the four cubic feet of storage space required by subsection (1) shall be capable of sustaining a temperature low enough to preserve perishable foods for a reasonable time.

30. (1) Every dwelling and each dwelling unit within it shall have a safe, continuous and unobstructed passage from the interior of the dwelling unit and the dwelling to the outside of the dwelling at street or grade level. Egress

31. (1) A source of light such as a window, skylight, transparent or translucent panel, or some combination of such sources, that faces directly on open space at least three feet wide and at least six inches above the adjoining finished grade or above an adjoining roof and that admits as much natural light as would be transmitted through clear glass equal in area to ten per cent of the floor area of the room shall be provided and maintained in good repair in every habitable room. Light

(2) The open space opposite a source of light shall not be obstructed in any way and if it is obstructed the light source facing the open space so obstructed shall not be included in calculating the area of light source for the room.

(3) Every bathroom and toilet room shall have a permanently installed artificial lighting fixture that shall be maintained in good working order.

(4) Every stairway, hall, cellar and basement and every laundry, furnace room and similar non-habitable work room in a dwelling shall have adequate artificial light available at all times.

32. (1) Every habitable room and every bathroom and toilet room shall have adequate ventilation. Ventilation

(2) Where an aperture such as a window, skylight, or louver is used for ventilation the aperture shall be maintained so as to be easily opened, kept open, and closed.

(3) Where a system of mechanical ventilation or air conditioning such as an electric fan with a duct leading to outside the dwelling has been authorized by by-law and installed in a dwelling the authorized system shall be maintained in good working order.

33. (1) A non-habitable room shall not be used as a habitable room. Occupancy standards

(2) The minimum area of all the habitable rooms in a dwelling is one hundred square feet for each person living in the dwelling.

(3) The minimum floor area of a room used by only one person for sleeping is sixty square feet.

(4) The minimum floor area of a room used by two or more persons for sleeping is forty square feet for each person so using the room.

(5) For the purposes of subsections (3) and (4) in computing the minimum floor area of a room the floor area under a ceiling that is less than five feet high shall not be counted.

(6) For the purposes of this section the minimum height of a habitable room is seven feet over at least one half of the floor area.

(7) Where more than one half of the height of a room in a cellar or basement of a dwelling is below the average finished grade of the land adjoining the dwelling the room shall not be used as a habitable room unless at least the whole of one wall from the floor of the room is above the finished grade.

#### PART IV — GENERAL ADMINISTRATION

34. This by-law applies to all residential property in the city (or, in the areas of the city defined in Appendix A of this by-law). Application of by-law

Conflict with  
other laws

Severance  
of invalid  
provisions  
Penalty

35. Where a provision of this by-law conflicts with a provision of another by-law in force in the city, the provision that establishes the higher standard to protect the health, safety and welfare of the general public prevails.

36. When any provision of this by-law is declared invalid for any reason by a court of competent jurisdiction the remainder of the by-law still continues in force.

37. Every person who contravenes any of the provisions of this by-law shall, upon conviction, be liable to a fine not exceeding three hundred dollars exclusive of costs.

38. This by-law shall be administered by an urban renewal officer appointed by resolution of the council.



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## Briefly noted

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### ► New planning areas

Eight new planning areas have been defined to date in 1964 bringing the total number of planning areas in the province to 384.

<u>Name of Planning Area</u>	<u>Type</u>	<u>Date Defined</u>
Bucke Twp.	Subsidiary (The New Liskeard and Suburban)	February 10, 1964
Charlottenburgh Twp.	Single Independent	July 17, 1964
Charlotteville Twp.	Subsidiary (Simcoe and Suburban)	July 16, 1964
Oliver Twp.	Single Independent	July 15, 1964
Petrolia	Single Independent	June 12, 1964
Cobalt	Single Independent	February 21, 1964
Arnprior	Single Independent	October 13, 1964
Lake of Bays Area	Joint	October 19, 1964

The Townships of Franklin, Brunel, McLean and Ridout are included in the Lake of Bays Area Planning Area.

#### Planning Areas Altered

Wingham and District Planning Area -- January 3, 1964. This Planning area was formerly the Wingham-Turnberry Planning Area. It was re-named and the boundaries extended to include the Townships of Morris and East Wawanosh, in addition to the Town of Wingham and the Township of Turnberry.

#### Planning Areas Reclassified

With the definition of the Parry Sound and District Planning Area the Parry Sound Planning Board (formerly a single independent) became a subsidiary planning board.



### Planning Areas Redefined

As a result of annexation proceedings over recent years, the Aurora planning area was redefined on January 15, 1964, so that the boundaries of the planning area would be coterminous with the boundaries of the municipality.

### ► **Minister's orders**

Registered Plan M-114 (King Kirkland), District of Timiskaming -- January 13, 1964. This Order amends an earlier Order made by the Minister on June 19, 1962. It deems plan M-114 not to be a registered plan of subdivision for the purposes of section 26(1) and modifies land-use regulations in respect of certain lots in Plan M-114.

Districts of Cochrane, Sudbury, Timiskaming (Timmins Area). -- August 6, 1964. This Order places subdivision control on 122 geographic townships in the District of Cochrane, Sudbury, Timiskaming in the Timmins area and was made to control the subdivision of land resulting from recent mining activity in the area.

Improvement District of Bicroft -- October 5, 1964. This order places zoning controls on the community of Cardiff in the Improvement District of Bicroft in the Haliburton area and was made at the request of the Trustees of the Improvement District. The order limits new buildings and uses to single-family dwellings, subject to certain standards.

### ► **New planning staff**

Ronald Forrest, now planning director of York Township, was nine years with Markham Township where he directed the planning operation. Prior to that, Mr. Forrest spent a year with North York Township. In 1954 he worked with the consulting engineering firm of Armstrong, Kingston and Hanson. Before coming to Canada in 1953, Mr. Forrest spent several years in municipal government in England. He studied planning at the School of Town Planning, Durham University, London, England.

James H. Davey has been appointed planning director for the City of Welland. Mr. Davey recently completed his master's

degree in community and regional planning at the University of British Columbia in Vancouver. While out west, Mr. Davey was municipal planner for Powell River, B.C. He spent two years as assistant planner for North York Township and two years as senior government planner in Saskatchewan.

John Wright is now deputy planning commissioner for the City of Toronto. He was formerly director of current operations. Born in England and educated at McGill University, Mr. Wright joined the City of Toronto Planning Board in 1959. He succeeds L.O. Gertler who has left the board to join an engineering consultants' firm.

Alec Greaves, former chief planning assistant in the Hamilton Planning Department, has been appointed deputy planning director of the Niagara Falls and Suburban Planning Board. Mr. Greaves was engaged in city planning in England for nine years before coming to Canada. He worked for Central Mortgage and Housing Corporation in Ottawa for eight years, then moved to Hamilton where he was with the planning operation for eight years.

Geoffrey Fryer, planning director for York Township since 1958, is now with the City of Toronto as director-development projects. A graduate architect, Mr. Fryer has diplomas in planning from the School of Planning and Research for Regional Development, London, England, and the University of Toronto. On coming to Canada, Mr. Fryer was employed by Central Mortgage and Housing Corporation before moving to the Metropolitan Toronto Planning Board. He worked there for two years prior to going to York Township.

Ronald W. Kinney, former senior planner with Kitchener's planning department, has returned to Manitoba to undertake regional planning work with the provincial planning branch. Mr. Kinney came to Kitchener from Winnipeg where he worked on downtown planning. Previously he was engaged with the Manitoba government's regional planning department and organized a society for regional studies in that province.

## ►New Branch staff

Kady MacDonald is employed with the Official Plans and Zoning Section of the Branch. Born in Manitoba, Miss MacDonald received an honors B.A. and completed the University of Toronto's diploma course in town and regional planning.

H.W. (Bill) McKibbin worked a year with North York Township in subdivisions and subdivision control before joining the Official Plans and Zoning Section of the Branch. Mr. McKibbin has a B.A. Sc. in civil engineering from the University of Waterloo and is a member of the Engineering Institute of Canada. He is Toronto born.

Pierre Beeckman graduated in civil engineering from the University of Toronto in 1960 and received his town planning diploma the following year. Mr. Beeckman worked with Metropolitan Toronto for two years and spent a year with the Toronto Township Planning Board. He joined the Official Plans and Zoning Section of the Branch in April, 1964.

## ►Leaves Branch

M. David Hynard has left the Community Planning Branch to attend the University of North Carolina where he will study for his master's degree in regional planning. Mr. Hynard has been with the Subdivisions Section since 1957 when he received his B.Sc. in agricultural science from the University of British Columbia. Mr. Hynard worked on farm appraisals before joining the Branch.

Albert Viczian has joined the Metropolitan Toronto planning board. In 1953 Mr. Viczian received his degree of Doctor of Political Science, University of Budapest, and holds diplomas in public administration and statistical sciences. Prior to coming to Canada in 1952, he worked in public administration in Hungary, Germany and England. In 1962 Mr. Viczian obtained his diploma in town and regional planning from the Uni-

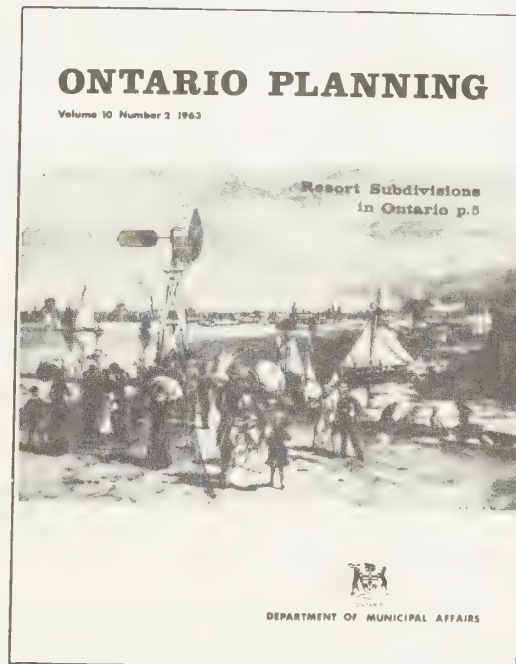
versity of Toronto. Mr. Viczian first worked in the Administration Services Section of the Branch, moving to subdivisions in 1963.

Kunio Hidaka, who has been with the Branch since 1953, is now studying for his Doctorate in Public Administration at George Washington University, Washington, D.C. Mr. Hidaka has a degree in economics and political science from the University of British Columbia. He also received his M.A. in politics from Queen's University and his M.A. in economics from the University of Toronto. In 1952 he completed the University of Toronto's graduate course in town and regional planning. Mr. Hidaka has worked as an independent research economist and as a town planner and economist with a firm of consulting engineers. He was engaged in the subdivisions and official plans sections of the Branch before undertaking his most recent work as a research analyst.

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## Front page challenge

Readers have asked about the identity of the Vol. 10 No. 2 cover of ONTARIO PLANNING. The illustration is from an original drawing by Schell & Hogan entitled "Toronto from the Island in the Summer of 1880". It was made near Hanlan's Point, then known as Gibraltar Point. Left background are the Northern elevators at the foot of Brock Street (Spadina Ave.) Centre and to the right are the tower of the old Union Station, the spires of the Metropolitan Church, St. Michael's Cathedral and St. James Church.





## Graduate courses in city planning

A Diploma Course and a Master's Course in city planning has been established at the University of Manitoba. The Diploma can be earned in one full-time academic session or in two or more years on a part-time basis. The Master's Degree requires two full-time sessions or three or more years part-time. Completion of the Diploma Course will be credited for the first year of the Master's Degree.

Prerequisites include: B.A. in economics, sociology, political science or geography, or Bachelor of Laws, Bachelor of Architecture or Bachelor of Science (Civil Engineering) or Bachelor of Landscape Architecture.

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## Coming events

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SYMPOSIUM ON PLANNING, RENEWAL AND HOUSING -- DECEMBER 16-17 -- KING EDWARD HOTEL, TORONTO A joint conference for central and southern Ontario co-sponsored by Central Mortgage and Housing Corporation, the Ontario Housing Corporation and the Department of Municipal Affairs to explain and explore the new aids in community planning, urban renewal and housing as enabled by new Federal and Provincial legislation. Attendance will include provincial and municipal officials, urban renewal agencies and other involved groups -- Program details to be announced.

NOTE A similar conference is being planned for mid-January, 1965, for northern parts of the province.

ASPO-CPAC JOINT PLANNING CONFERENCE -- APRIL 25-29 -- TORONTO.

This is the second time the American Society of Planning Officials and the Community Planning Association of Canada will have held a joint conference; the first was 10 years ago in Montreal. Program details will be announced to members and various media over the coming months.

### **T. A. C. TYRRELL**

Department staff wish to express their regrets at news of the sudden passing of Mr. T.A.C.Tyrrell on Sunday, November 1, at Toronto's Sunnybrook Hospital. He was 57.

A former deputy minister of the Department of Planning and Development, Mr. Tyrrell was strongly identified with the Community Planning Branch during its formative years and was one of the pioneers in administering the processing of applications for plans of subdivision.

A native of Ottawa, Mr. Tyrrell attended Upper Canada College and Queen's University. He spent his earlier career from 1929 to 1939 as a metallurgist with several Ontario mining companies.

Commissioned with the army since 1926, Mr. Tyrrell was at one time Brigade Major of Canadian reinforcement units in the United Kingdom and later served in the European theatre of war. He retired from the army in 1945. That same year, on completing a town planning course at England's Oxford University, Mr. Tyrrell entered the former Ontario Department of Planning and Development as an assistant planner. By 1956 he had risen to the position of Deputy Minister, a post he held until 1961 when the department was reorganized. While deputy minister he was a member of the Ontario Advisory Commission of the Resources for Tomorrow Conference.

In 1961 Mr.Tyrrell was appointed chairman and director of the Emergency Measures Organization, co-ordinating Provincial responsibilities and activities with those of the Federal Government and the Canadian Army. This year, up until the time of his death, he had been engaged in regional planning projects for the Department of Lands and Forests.

Mr. Tyrrell has had membership in many associations including the Town Planning Institute of Canada, the Institute of Public Administration, the Royal Canadian Military Institute and the Institute of International Affairs.



















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